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BROADENING THE RECRUITING MARKET

Central All-Volunteer Force Task Force  
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# BROADENING THE RECRUITING MARKET



PREPARED BY:

## **CENTRAL ALL - VOLUNTEER FORCE TASK FORCE**

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OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE  
(MANPOWER & RESERVE AFFAIRS)

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# **TASK #10**

## **BROADENING THE RECRUITING MARKET**

### **INTRODUCTION**

#### PURPOSE

This study was performed by the Central All-Volunteer Force Task Force in response to Task Order #10, "Broadening the Recruiting Market" (Tab A). The Task Force was directed to assist in completing or expediting actions which had been initiated by the Assistant Secretary of Defense (Manpower and Reserve Affairs) and the Military Services and to take additional actions which would enhance recruiting.

#### SCOPE

Task Order #10 defined the scope of the study as including:

- Improve Relations with Educators and Guidance Counselors
- Junior College Recruiting
- 1970 Census Data
- Advertising and Information Programs
- Employment Office Referrals
- Use of Recent Recruits in Contact Role
- Other Actions for Broadening the Recruiting Market

However, the Study Group did not consider this list as limiting the study in any way. Consequently, with the approval of the Project Volunteer Committee, the Study Group explored many additional areas having

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potential for broadening the recruiting market for enlisted accessions for the Armed Forces.

#### METHODOLOGY

Unlike other studies conducted by the Central All-Volunteer Force Task Force which depended to a large extent on inputs from the Military Services, Task #10 was an independent investigation and analysis of possible measures for broadening the recruiting market by a group of four officers, one from each Service, experienced in recruiting.

The Study Group identified a large number of areas appearing to have potential for broadening the recruiting market. Ideas were solicited from a wide variety of sources including Service recruiting personnel, advertising agencies supporting Service recruiting efforts, military and civilian research organizations, members of the academic community engaged in market research, current studies, and extensive field observations of Service recruiting activities.

After areas appearing to have potential were identified, one or more members of the Study Group examined each area in depth, collected data from the Services and other appropriate sources, obtained expert opinions where applicable, and performed the necessary analysis to reach valid findings and make recommendations for action by a particular staff agency in the Office, Secretary of Defense or one or more Military Services as appropriate.

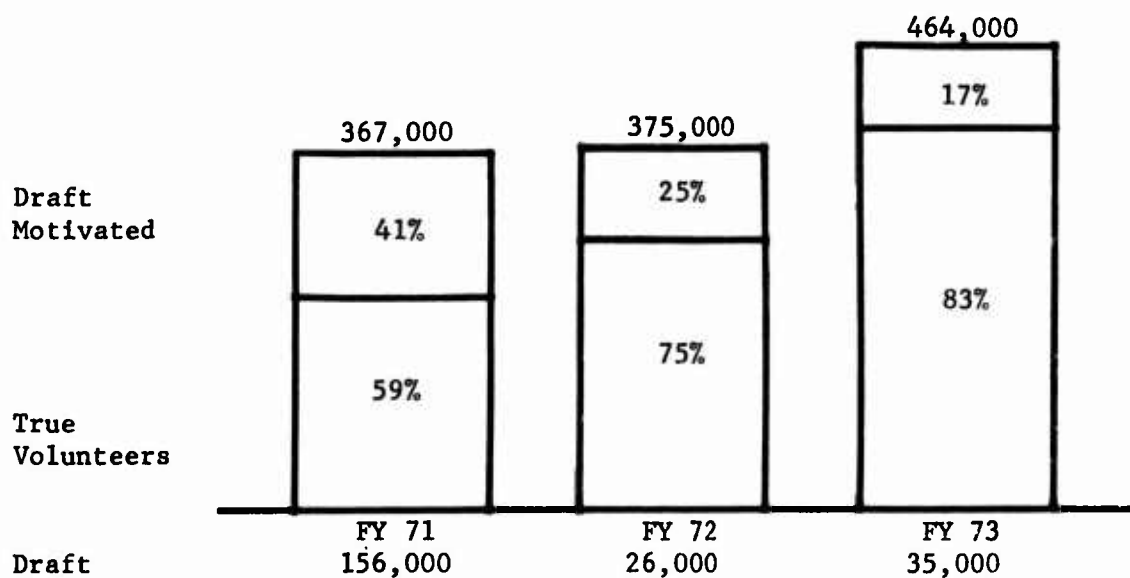
This final report is a collection of these sub-studies, each of which includes recommendations for action.

## FINDINGS

At present, military recruiting is not producing a sufficient number of true volunteers (i.e., people who are not motivated by the pressures of the draft to enlist) to sustain Armed Forces consisting of 2.3 million Active Force and 1 million Guard and Reserve forces in a zero-draft environment.

In recruiting for Active Forces considerable progress is being made as shown by the chart below. The rate of increase in number of true volunteers is encouraging. If this rate of increase can be sustained by broadening the recruiting market as well as recruiting more effectively in the current market, All-Volunteer Force objectives can be achieved.

Manpower Requirements vs. True Volunteers



With regard to Reserve Forces, the situation is not yet as clear. In order to achieve mandated strength by end-FY 1973, the Reserve Components would have to enlist 265,000. Only 102,000 true volunteers

enlisted in FY 1972. The gap of 163,000 will have to be closed by draft motivated volunteers, greater recruiting effort, and possible use of enlistment and reenlistment bonuses. While many of the measures for broadening the recruiting market addressed in this study are applicable to Reserves, they are discussed as applying principally to Active Forces. A separate study by the Task Force is considering Reserve recruiting.

A wide variety of measures offering potential for broadening the recruiting market have been identified and examined. These measures are described under five general headings:

- Expanding the market by actions to improve recruiting advertising.
- Expanding the market by actions in recruiting management.
- Expanding the market by actions in recruiting operations.
- Expanding the market by actions to improve recruiting support.
- Other measures for expanding the market or reducing recruiting requirements.

Detailed Study Group findings and recommendations are contained in each sub-study.

If the recommendations for action to broaden the recruiting market described in this report are carried out, the number of true volunteers having the requisite quality can be increased substantially.

STUDY GROUP MEMBERS

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**EXPANDING THE MARKET**

**BY ACTIONS TO IMPROVE**

**RECRUITING ADVERTISING**

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# USE PAID TELEVISION AND RADIO ADVERTISING

1. Description. Congressional opposition to use of paid television and radio advertising is blocking this highly important means for broadening the recruiting market.

17 2. Discussion of the Problem/Situation. Despite repeated efforts by Army and OSD to convince Congressional leaders of the desirability and cost effectiveness of balanced use of advertising media including television and radio, opposition from Congress still prevents use of paid television and radio advertising. Although the Defense Appropriations Bill, FY 1972, contained a provision prohibiting use of certain funds for this purpose, the Defense Appropriations Bill, FY 1973, does not.

Unless Congressional leaders can be convinced by rational and persuasive arguments that paid television and radio advertising is essential, Service advertising programs for FY 1973, at least in the opinions of Army and Air Force, will not be as effective.

3. Findings. The Study Group devoted a great deal of time to this critical issue and assisted OASD(SA) in developing the attached analysis of paid television and radio advertising. Army was selected as an example because it is the only Service that has conducted a test of paid television and radio advertising. Conclusions from the analysis are:

-- Large numbers of potential recruits do not know enough about the benefits of Army service.

-- Most of these could be reached by changing to a multi-media advertising campaign which includes paid television and radio advertising during prime time.

-- Without a multi-media advertising campaign using paid television and radio, Army enlistment shortfalls might increase by as much as 20,000 in FY 1973. (The Study Group believes that use of paid television and radio advertising during prime time would increase Army enlistments by about 1,000 per month on the average.)

The Study Group also kept abreast of and made recommendations to influence evolving OSD policy on paid television and radio advertising. OSD policy is now that paid television and radio advertising should be employed as components of a balanced media program designed for obtaining maximum effectiveness from a given advertising budget. If paid television and radio advertising can be used, OSD would monitor expenditures to maintain the proper balance among advertising efforts of the Services. However, there is no official statement of this policy that can be provided to the Services, Congress, advertising agencies, or others.

#### 4. Action Recommendations.

-- ASD(M&RA), together with the Military Services, continue to seek Congressional approval for using paid television and radio advertising as components of balanced advertising programs. A comprehensive briefing describing how the DOD would use paid television and radio advertising, the anticipated increase in enlistments, the relative effectiveness of public service time on television and radio and purchased prime time, the number and distribution of local stations that would benefit, and

other key issues should be developed for presentation to members of Congress and staffs of appropriate Congressional committees.

-- DASD (Manpower Research and Utilization) develop a statement of DOD policy regarding use of paid television and radio advertising and distribute it to interested agencies in OSD and the Military Services.

-- Since the Defense Appropriations Bill, FY 1973, does not prohibit use of funds for paid television and radio advertising, ASD(M&RA) should consider conducting a definitive experiment to measure the effectiveness of paid television and radio advertising in order to obtain fully supportable facts to present to Congress.

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PAID TELEVISION AND RADIO ADVERTISING<sup>1/</sup>

1. According to independent surveys on the effectiveness of Army advertisements on television and in magazines, approximately 45 percent of potential recruits currently receive sufficient information about the benefits of Army service to make a decision whether or not to enlist. Additional information would not change their decisions.

2. But an estimated 6 million young men or 55 percent of potential recruits do not know enough about the benefits of an Army career. Additional information would cause some of these young men to decide to enlist.

3. Defense Department surveys support the view that many young men do not know about the benefits of Army service. Prior to November 1971 entry pay was \$134 per month. The November pay raise increased entry pay to \$268 per month. The January 1972 pay raise increased entry pay to \$288 per month. In a mid-March survey of young men, over one-fourth of those surveyed did not know that pay had been increased. Another one-third of those surveyed thought the pay increase was fifteen percent or less.

4. These young men are not fully informed, in part, because the Army cannot buy prime time television or radio. As a consequence the Army's advertising campaign emphasizes print (magazines, newspapers, billboards, transit cards).<sup>2/</sup> A multimedia advertising campaign, one which makes optimum use of all media including paid television and radio, budgeted at current levels could reach an estimated 75 percent of all potential recruits with all the information they need about the benefits of an Army career. In other words, changing to a multimedia advertising campaign would increase the number of fully informed young men by 3 million at no cost.

5. A multimedia advertising campaign would be more effective than the current advertising campaign because young men would notice Army advertisements more frequently and be able to recall more information about the advertisements.

The attached bar chart contrasts the results of a simulation run by the Army advertising agency, N. W. Ayer, of the effects of spending \$1.6 million over 13 weeks on advertisements in magazines that 18-24 year old males tend to read with a simulation of the effects of spending the same amount of money over the same period of time on television advertising.

<sup>1/</sup> The Army is selected as an example because it is the only Service that has conducted a test of paid television and radio advertising.

<sup>2/</sup> Other Services use roughly similar media mixes.

6. The young men who do not receive enough information about the benefits of a military career tend to be good prospects for enlisting in the Army. The following chart proves this point by contrasting the viewing and reading habits of good prospects (less affluent, weaker education, resident in rural areas or small town) with bad prospects (more affluent, better educated, resident in metropolitan/suburban areas).

Magazine Reading & T.V. Viewing Habits  
All Men 18-21 vs. "Good Army Prospects"<sup>1/</sup>

	"BAD PROSPECTS" Men 18-21 Over \$10,000 Metropolitan/ Suburban	ALL MEN 18-21	"GOOD PROSPECTS" Men 18-21 Under \$10,000 Rural/ Small Town
Light Readers	22%	29%	51%
Medium Readers	5%	14%	40%
Heavy Readers	73%	57%	9%
	<u>100%</u>	<u>100%</u>	<u>100%</u>
Light TV Viewing	54%	51%	35%
Medium TV Viewing	25%	22%	13%
Heavy TV Viewing	22%	27%	52%
	<u>100%</u>	<u>100%</u>	<u>100%</u>

7. Free public service advertisements (PSA) cannot replace paid prime time television and radio advertisements. There is not enough free time available and there are too many competing worthy causes. It is impossible to control PSA for a coherent, balanced coverage.

-- The Army paid television and radio test on March-June 1971 delivered an average of 308 million television impressions per month and an average of 96 million radio impressions per month against the target audience of 18-24 year olds.<sup>2/</sup> After the test, public service advertising delivered an average of 2 million impressions per month on television and 2 million impressions per month on radio despite an all out effort by the Army to maximize PSA.

8. The importance of informing potential recruits about new benefits can be approximated by comparing a package of new programs with paid advertisements on television and radio with a similar package using only advertisements in print and public service advertisements on television and radio.

<sup>1/</sup> Source: W. R. Simmons Assoc. 1972 Simmons Study of Reading and Viewing Habits.

<sup>2/</sup> Impressions per month equals the number of advertising commercials multiplied by the average audience size.

Paid radio and television were part of a package of new programs (increased recruiter force, combat arms enlistment options, improvements in Service attractiveness) which together attracted large numbers of volunteers into the Army starting in the last quarter of FY 71. A similar package of programs (increased recruiter force, enlistment options in the noncombat arms, improvements in Service attractiveness) attracted large numbers of volunteers into the Army in the last quarter of FY 72 but without the benefit of paid advertisements on television and radio.

If these packages were equally effective and by implication paid advertisements on television and radio added nothing to the "drawing power" of the new options and improvements in military service then the number of true volunteers<sup>1/</sup> in the third quarter of FY 71 divided by the number of true volunteers in the third quarter of FY 72 would equal the number of true volunteers in the last quarter of FY 71 divided by the number of true volunteers in the last quarter of FY 72. 22

The ratios are not equal. The number of true volunteers in the last quarter of FY 72 would have to be fifteen percent larger for the two ratios to be equal.

9. If television and radio would have caused the two sets of programs to be equally effective, then paid television and radio once the draft has been eliminated would increase the number of Army volunteers by fifteen percent or 20,000 per year. If half of the difference in effectiveness is due to the absence of paid television and radio, then paid television and radio would increase the number of volunteers by 10,000 per year.

The potential increase could be viewed in another way. Paid television and radio as part of a multimedia advertising would provide an additional 3 million potential recruits sufficient information to decide about Army service. If 3 in each thousand of these potential recruits would volunteer only after learning this information, then paid radio and television would increase the number of true volunteers by 9,000.

#### 10. Conclusions:

-- Large numbers of potential recruits do not know enough about the benefits of Army service.

-- Most of these could be reached by changing to a multimedia advertising campaign which includes paid television and radio advertising during prime time.

-- Without a multimedia advertising campaign using paid television and radio, Army enlistment shortfalls might increase by as much as 20,000 in FY 1973.

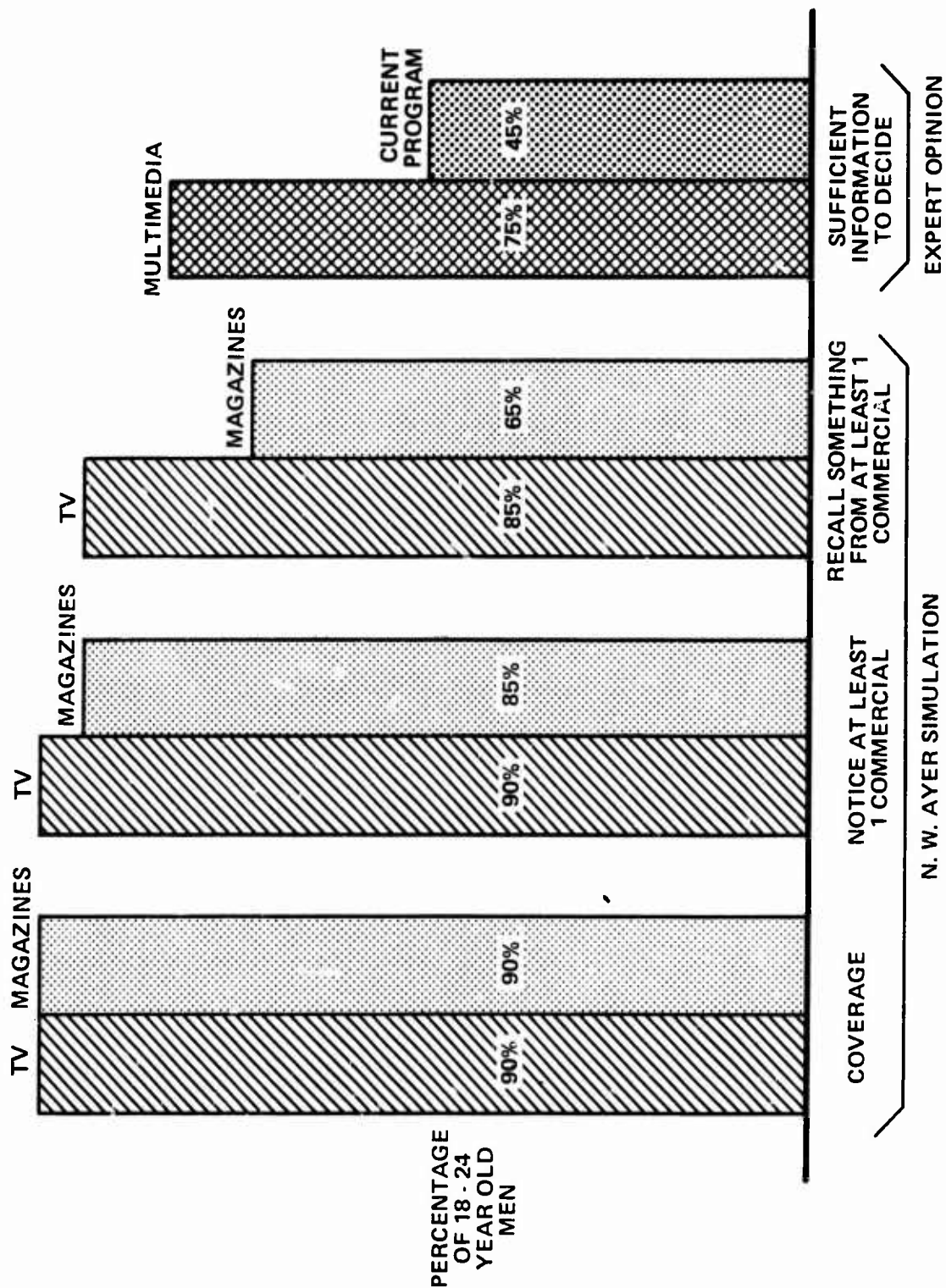
#### 11. Recommendation:

-- The Army should be allowed to advertise on prime time television and radio.

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<sup>1/</sup> Recruits who would have volunteered in the absence of the draft.

# COMPARISON OF THE EFFECTIVENESS OF MAGAZINE AND TV ADVERTISEMENTS



# IMPROVE UNDERSTANDING AMONG TARGET AUDIENCE OF TRUE LEVEL OF MILITARY COMPENSATION

1. Description. The competitiveness of military compensation with that in the civilian labor market influences strongly the number of enlistments in the Armed Forces. Public Law 92-129 and the subsequent military pay raise on January 1, 1972 made military compensation highly competitive with civilian salaries offered young high school graduates with little experience. 24

2. Discussion of the Problem/Situation. In a mid-March 1972 survey conducted by Gilbert Youth Research, Inc., over one-fourth of men 17-21 years old did not know that military pay had been increased. Another one-third of those surveyed thought the military pay increase was 15 percent or less, rather than over 100 percent at entry.

3. Findings. The Study Group reviewed current Service advertising programs and their treatment of military compensation. It concluded from this review that:

-- Almost all recruiting advertising contains some reference to pay and other benefits. Most frequently advertising refers to \$288 per month starting pay plus free room, board, uniforms, and other benefits.

-- None of the advertisements (print, television, direct mail, or radio) reviewed used a yearly average pay figure which new volunteers could expect to receive.

-- In no case did any recruiting advertising use an estimate of the civilian equivalent of military pay plus benefits.

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The Study Group discussed reasons for this treatment of military compensation in recruiting advertising with several Service advertising agencies. The agencies indicated that, from an advertising standpoint, they desired to use yearly average compensation figures and an estimate of the civilian equivalent of military pay plus benefits. The agencies pointed out that the British and Australians follow this practice in their recruiting advertising. However, Service advertising agencies have received guidance that they should shy away from using such presentations of military pay and benefits because of potential adverse Congressional reaction.

4. Action Recommendations.

-- ASD(M&RA) should review policy guidance concerning advertising military compensation to permit the Services and their advertising agencies to present military compensation in the most appealing manner, consistent with truthfulness and good tastes.

-- The Services should, through their recruiting advertising, continue to stress the competitiveness of military compensation in order to increase awareness among the target group of the new, attractive pay scales and value of non-pay benefits of military service.

-- Director of Manpower Research, OASD(M&RA) should cause the Gilbert Youth Research, Inc., to conduct a follow-up survey to measure current awareness among the target group of levels of military compensation.

# INITIATE A MODEST DOD ADVERTISING PROGRAM TO INCREASE AWARENESS OF ARMED FORCES OPPORTUNITIES, CHALLENGES, AND BENEFITS

1. Description. All recruiting advertising is currently conducted by the individual Services in their own behalf. There is no DOD or "corporate level" recruiting advertising despite the radical shift from extensive use of the draft to zero-draft by July 1, 1973.
2. Discussion of the Problem/Situation. In FY 1973, over \$67 million is allocated to Service recruiting advertising out of a total of \$344 million for recruiting and advertising combined. These amounts are expected to increase in FY 1974. Even with large expenditures of advertising funds, according to most recent attitude surveys, a large proportion of the 17-21 year old target population is unaware of changes taking place in the Armed Forces, higher pay, increased training and education opportunities, more guaranteed enlistment options, etc.

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Several Service advertising agencies have suggested that a corporate level (DOD) advertising program has an important role in the overall mix along with brand (individual Service) advertising.

3. Findings. The Study Group considered the desirability of a corporate level (DOD) advertising program in a series of visits to four major advertising agencies -- N. W. Ayer & Son, supporting Army; D'Arcy-MacManus, Inc., supporting Air Force; Grey Advertising, Inc., supporting Navy; and J. Walter Thompson Company, supporting Marine Corps. Senior members of these agencies, including the Presidents of Grey and J. Walter Thompson, concluded that DOD should undertake a corporate level advertising program

to raise overall prestige of the Armed Forces, stimulate the patriotic appeal of military service, and increase awareness of changes taking place in the Nation's Modern Armed Forces.

27 Each agency presented numerous examples of the use and effectiveness of corporate level advertising. Ford and General Motors advertise extensively to build the public's confidence in the reliability and other values of their basic product, automobiles. At the same time, divisions of these corporations advertise aggressively the specific brands such as Lincoln, Mercury, Pontiac, Chevrolet, etc. The two campaigns -- corporate and brand -- are mutually reinforcing and, in the opinion of corporation leaders, are more cost effective than an advertising program oriented solely on selling a particular brand.

The Study Group also investigated the concept of a corporate level (DOD) advertising campaign with the senior staff of the Marketing Department of the University of Rochester Business School. Here too the conclusion was the same: DOD should allocate a share of its total advertising resources to a corporate level campaign aimed at a longer range objective of broadening the recruiting market.

The Study Group was not authorized to pursue this matter beyond the discussion stage because of the major policy issues involved. However, each of the four advertising agencies contacted has the capability to develop a corporate level advertising program for DOD, along with a recommended funding level, for consideration by key decision makers.

#### 4. Action Recommendations.

-- ASD(M&RA) should seek approval from the Secretary of Defense to proceed with developing a corporate level (DOD) advertising program,

which would be funded from within the total resources programmed for recruiting and advertising.

-- Following this, ASD(M&RA) should solicit proposals from the advertising industry for a long range corporate level program aimed at increasing the prestige of the Armed Forces and broadening the recruiting market.

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# STIMULATE INFORMAL COORDINATION AMONG ADVERTISING AGENCIES ENGAGED IN SERVICE RECRUITING ADVERTISING

29 1. Description. Combined, the four Military Services will spend about \$67.5 million for recruiting advertising in FY 1973; this amount will increase in FY 1974. Approximately 70 percent of Service advertising budgets in FY 1973 are allocated to advertising agencies for placement of recruiting advertisements in various communications media and for other services; this percentage will grow in FY 1974. Effectively used, these large advertising accounts can have a tremendous influence on the level of awareness of opportunities and advantages of military service among the prime target group of potential volunteers and their influencers. Handled properly, advertising over time can change the image of the Military Services and affect attitudes of young people toward volunteering.

2. Discussion of the Problem/Situation. Advertising is a fiercely competitive business. Advertising agencies vie among each other to obtain new accounts and to retain the ones they have. As a consequence, coordination and cooperation between or among advertising agencies is unnatural and seldom occurs.

Five major advertising agencies handled advertising accounts in FY 1973 for the Military Services:

- Army: N. W. Ayer and Son, Inc., Philadelphia, Pennsylvania.
- Navy: Grey Advertising, Inc., New York, New York and Vantage Advertising, Inc., New York, New York.

-- Marine Corps: J. Walter Thompson Company, New York, New York.

-- Air Force: D'Arcy-MacManus, Inc., New York, New York.

To date there has been little contact among these advertising agencies. As a result, the agencies do not share research conducted to define the market, sample youth attitudes, or measure advertising effectiveness. Except in unusual cases, the agencies do not obtain the rate savings associated with larger or longer contracts to buy media time or space.

### 3. Findings

The Study Group contacted each Service advertising agency, except Vantage, and found each one willing to participate in informal exchanges of research information and coordinate their activities for the mutual benefit of all Service advertising agencies.

Account managers for Service advertising from each agency, except Vantage, which was not contacted, have indicated to the Study Group that they are quite sure that they would benefit from informal meetings. They are reluctant to take the lead in holding a meeting because of possible adverse reaction from their contract managers in the Military Services. In fact, the Army contract manager advised N. W. Ayer and Son in early October 1972 not to sponsor a meeting of Service advertising agencies.

### 4. Action Recommendations

-- The Assistant Secretary of Defense (Manpower and Reserve Affairs) should announce his support for periodic, informal meetings among account managers of advertising agencies handling Service advertising accounts.

-- The Deputy Assistant Secretary of Defense (Manpower Research and Utilization) should sponsor the first informal meeting as soon as possible.

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-- Results of all research conducted by advertising agencies under contract to the Military Services should be furnished to the Office, Assistant Secretary of Defense (Manpower and Reserve Affairs), which will be responsible for immediately furnishing copies to each of the other advertising agencies.

-- The Deputy Assistant Secretary of Defense (Manpower Research and Utilization) should develop a Department of Defense instruction covering procedures which the Services will follow to obtain rate savings associated with larger or longer contracts to buy media time or space.

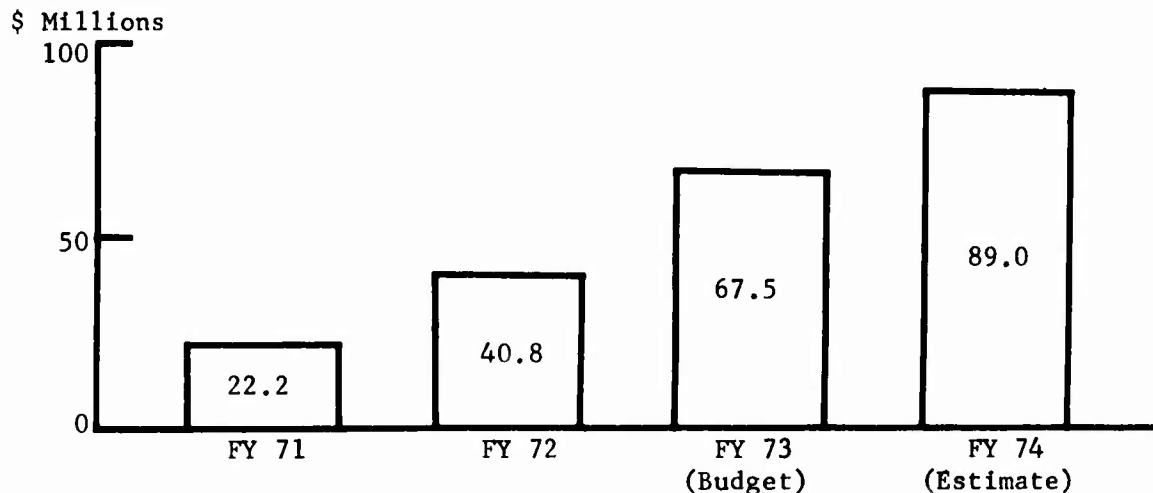
-- All staff agencies and commands involved with recruiting advertising should encourage improved communications among Service advertising agencies, especially in exchanging results of research in recruiting advertising.

## ADD AN ADVERTISING COORDINATOR AT OSD LEVEL

1. Description. Although use of recruiting advertising has increased to a level of \$67.5 million for all Services in FY 1973, OSD does not have a qualified individual responsible for coordinating this large, important program.

2. Discussion of the Problem/Situation. Use of advertising in conjunction with recruiting has expanded rapidly as shown by the following table of DOD advertising program costs:

DOD Advertising Program



Currently each Service plans and executes its own advertising program with OSD influencing advertising primarily through the budget process. However, the issue of paid television and radio advertising recently has necessitated OSD becoming more involved in advertising policy.

Advertising is a complex matter. For example, it is possible to design Service advertising programs which complement each other and broaden the recruiting market. Or, Service programs could be competitive and partially cancel out the effectiveness of one or more of the individual Service's efforts.

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Congress is becoming more interested in recruiting advertising as the size of the overall program expands. For example, the FY 1972 Defense Appropriations Bill prohibited spending money for paid television and radio advertising; the FY 1973 Bill does not.

3. Findings. The Study Group considered advertising from many aspects because of its relevance to Task #10. Although it did not make a separate study of organization for managing advertising, the Study Group observed that development of advertising policy and management of the expanding, important recruiting advertising program were fragmented in OSD and given much less attention than necessary.

The Study Group discussed the benefits of better coordinated Service advertising programs with Service recruiting commands and Service advertising agencies. The recruiting commands do not favor more integrated management of advertising, perhaps because they would lose some of the flexibility they now have. Service advertising agencies indicated that better coordinated programs would be more effective in broadening the recruiting market. One senior official in a Service advertising agency believes that an overall advertising coordinator at OSD level is so necessary and important that he has volunteered for the position, if it is established.

4. Action Recommendations. Assistant Secretary of Defense (M&RA) should consider adding an advertising coordinator to his staff.

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## DETERMINE THE PUBLIC SERVICE POTENTIAL OF SERVICE RECRUITING FILMS

35  
1. Description. The Services have produced a large number of excellent films to support recruiting programs. These films are used to convey to potential enlistees, their parents, and centers of influence a wide range of information. Subjects include: basic, advanced, and specialized training; nature of duty in a specific area, unit, or skill; and service life in general stressing recent changes. These films, in present or modified form, appear to have significant potential for television and motion picture theater public service use.

2. Discussion of the Problem/Situation. Television stations and motion picture theaters use public service films in conjunction with regular programming. For television stations, it is required by law. Motion picture theaters, under no legal obligation to show public service films, have found in recent tests that they are good public relations and good for business.

Over 100 activities qualify for television public service time and compete for the limited amount available. Considerably fewer organizations actively compete for theater public service time.

Films offered for public service viewing vary considerably in quality, purpose, and length. In selecting films, television station and motion picture theater managers consider audience appeal, message, quality of film, length, and suitability. In most cases, they will not accept any film that is actual or disguised advertising.

The Services have increased efforts to obtain television public service time, particularly during prime time, in moving toward the goal of an all-volunteer force. These efforts, at no fault of the Services, have been unsuccessful. The Services have made little effort to take advantage of the growing new public service opportunity in motion picture theaters.

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3. Findings. In June 1972, the Office of the Special Assistant for the Modern Volunteer Army engaged Mr. Sage Swanson to evaluate Army recruiting films for use in public service time. Mr. Swanson was selected because of his particular expertise in producing and distributing public service films.

Mr. Swanson screened 19 Army recruiting films. He found they were of excellent quality and contained a great deal of material ideally suited to public service use. Particular segments he recommended were those depicting action training and featuring members of the Army -- trainees, soldiers, NCO's, and officers -- commenting on challenges, opportunities, and benefits of training and service. He recommended that the best footage be repackaged to suit television and theater film length requirements, individuals appearing on film be identified to strengthen third party reference, and modified films be tested for acceptability by television station and theater managers.

Mr. Swanson contacted Mr. Carl Mabry, manager of the Gulf State Theater Circuit, to determine the feasibility of showing Army public service films in theaters. Mr. Mabry indicated he was anxious to obtain

37  
military public service films to add to his programs. He commented that if the Services had some high quality short films he would use them without modification.

4. Action Recommendations. The Services should:

-- Develop public service films from existing recruiting film footage and test the acceptability of these films for use on public service television.

-- Consult with individuals such as Mr. Swanson and Mr. Mabry to gain increased knowledge and understanding of theater public service films. Following this, test the use of existing and repackaged films in theaters.

# ADVERTISE THROUGH GREATER USE OF ATTRACTIVE DECALS

1. Description. The use of bright and often witty decals on car windows and bumpers and various personal articles has become increasingly popular. It should be possible to advertise the Armed Forces through greater use of service related decals.
2. Discussion of the Problem/Situation. Today, a large proportion of automobiles display some kind of decal expressing the owner's opinion or affiliation or sometimes advertising a product. Except on an occasional automobile near a service installation, it is unusual to find automobiles displaying decals related to the Armed Forces.
3. Findings. The Study Group, taking note of this situation, checked as a matter of interest the availability of decals related to the Armed Forces. It discussed the possibilities of greater use of decals with recruiters and Service advertising agencies as part of its inquiry into more important matters. The Study Group found that:

-- There are over 100 different Service related decals that have been produced by advertising agencies, recruiting commands, local recruiters, etc. Some of the more popular ones are:

"Support the Modern Volunteer Army"

"Today's Army Wants to Join You"

"Fly Navy"

"Go Navy"

"The Marines Are Looking for a Few Good Men"

-- Recruiters report that service related decals are popular among high school students and other young people.

-- Many recruiters indicate that they only have a limited supply of decals.

-- At most service installations supplies of decals are not available, even to unit-of-choice recruiting teams.

-- No organized effort has been made to use decals for advertising the Armed Forces.

-- An opportunity exists for making greater use of attractive decals to advertise the Armed Forces.

#### 4. Action Recommendations.

-- Each Service should produce and distribute several attractive decals in quantity so that they are readily available to recruiters, other Service personnel, veterans, civic organizations, and, especially high school students through recruiters.

-- The Services should encourage members to display decals on their automobiles, luggage, etc.

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**EXPANDING THE MARKET**

**BY ACTIONS IN**

**RECRUITING MANAGEMENT**

# IMPROVE PRODUCTIVITY OF RECRUITING OPERATIONS

45  
1. Description. Service recruiting organizations and costs of recruiting operations have increased rapidly with the advent of the All-Volunteer Force. At the first inclosure is a graphic portrayal of the buildup. Maintaining high productivity of recruiting operations and even improving it will serve to expand the recruiting market.

2. Discussion of the Problem/Situation. The House Appropriations Committee is critical of productivity of Armed Forces recruiting operations in its Report 92-1389, dated September 11, 1972. The Report states:

"All of the Services were given large increases in their recruiting forces in the fiscal year 1972 and have requested another major personnel increase in these programs again in fiscal year 1973. . . .

"All of the Reserve Components have also requested sizable increases in their ability and capacity to recruit their own personnel.

"The Committee expressed some doubt over the reasonableness of these increases in last year's report and directed the Services to closely monitor this expanded recruiting effort. Before really having an opportunity to see if the first series of additions made in fiscal year 1972 would be adequate or cost effective, the Services proposed their 1973 program with the large recruiting force increases. . . . The Committee record clearly reflects the fact that the average number of enlistments per recruiter has been falling steadily while the cost per recruit enlisted continues to rise.

"In fiscal year 1973 the Committee is not going to blindly fund more and more recruiting personnel even though these increases are once again touted as being a necessary part of an all volunteer armed force."

3. Findings. Even before the Committee signaled its interest in recruiting budgets and productivity, the Study Group had identified the area as

important to the task assigned. Hence, the Study Group examined recruiter productivity under current and planned programs and sought the advice of knowledgeable consultants on sales development.

-- Programmed recruiter productivity, assuming required new accessions are obtained in FY 1973 and FY 1974 varies by Service and by year as shown below:

Programmed Recruiter Productivity

	FY 1973			FY 1974		
	Accession Rqmts (000s)	Recruiters <sup>1/</sup>	Accessions/ Recruiter <sup>3/</sup>	Accession Rqmts (000s)	Recruiters <sup>2/</sup>	Accessions/ Recruiter
Army	197	4,725	42	178	4,725	38
Navy	109	3,355	32	82	3,355	24
Marine Corps	55	1,833	30	53	1,833	29
Air Force	<u>103</u>	<u>2,689</u>	<u>38</u>	<u>68</u>	<u>2,689</u>	<u>25</u>
DOD Total	464	12,602	37	381	12,602	30

1/ Recruiters on production, does not include supervisors.

2/ Assuming no change in number of recruiters from FY 1973.

3/ Actual productivity in terms of true volunteers will be about 85 percent as high because of draft motivated enlistments.

-- Porter Henry & Company, Inc., a well respected sales development consulting firm, estimates it may be possible to increase recruiter productivity up to 40 to 50 percent in a relatively short time by improving training and sales techniques and developing better skills and procedures among first line supervisors of field recruiters. Porter Henry has proposed a five-step process for accomplishing the objective of greatly

improving recruiter productivity. These steps are described in the second inclosure. Navy is considering Porter Henry's proposal to undertake step 1 -- a survey of field recruiting operations to evaluate current procedures in relationship to the sales and sales management problems that have to be solved.

4. Action Recommendations.

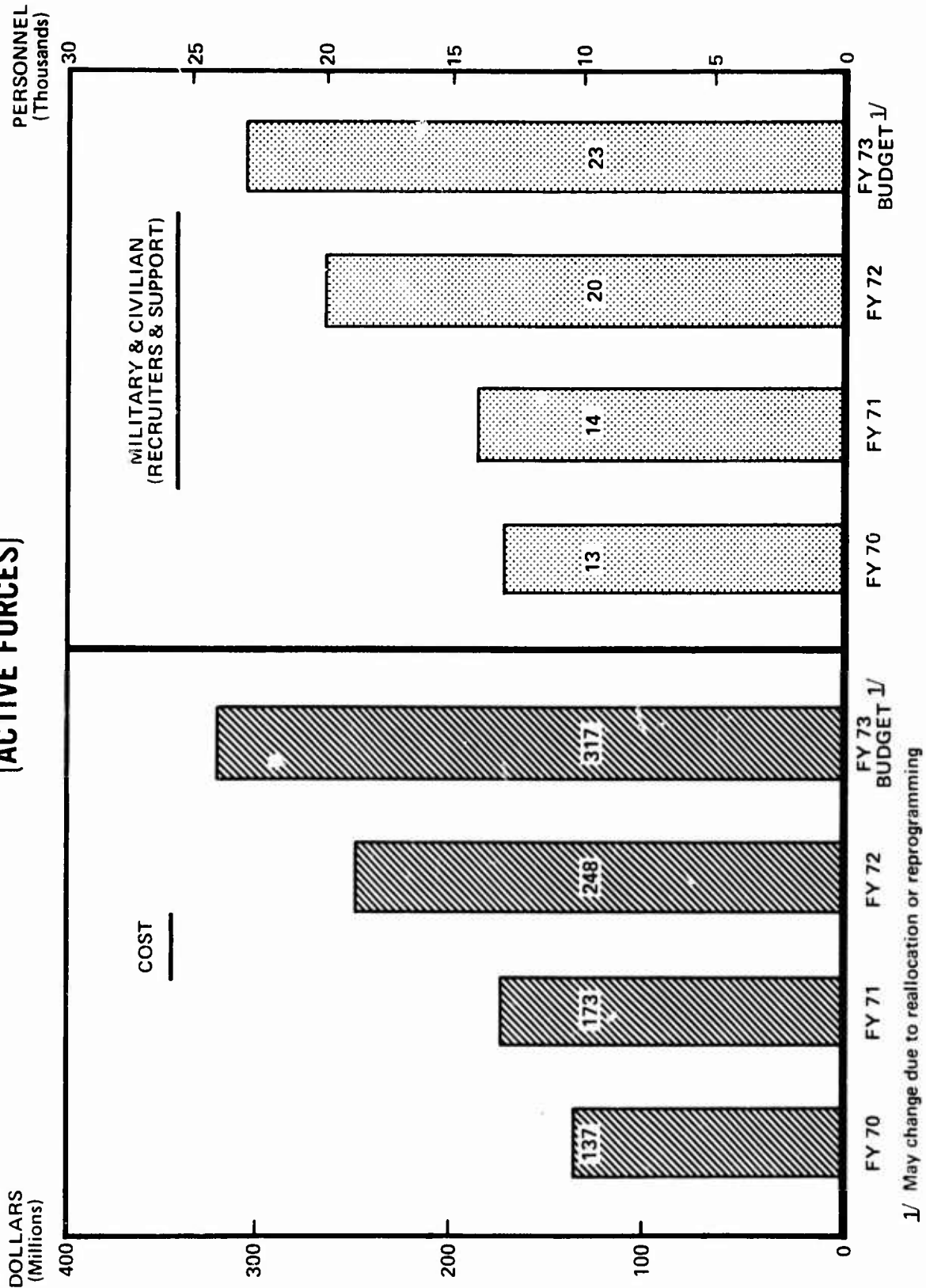
-- Each Service should continue to stress improving recruiter productivity in order to meet accession requirements at less cost and to increase the number of true volunteers enlisted.

-- Army, Navy and Air Force, whose lower accession requirements in FY 1974 automatically result in lower recruiter productivity unless the recruiting force is reduced, should consider greater use of active force recruiters to recruit for Reserve Components.

-- ASD(M&RA) should encourage Navy to retain the Porter Henry Company, or a similar sales development organization, to conduct a detailed survey of field recruiting operations to evaluate current procedures in relationship to the sales and sales management problems that have to be solved.

-- The Director of Procurement Policy, OASD(M&PA), should monitor recruiter productivity by Service on a quarterly basis to identify favorable or unfavorable trends and initiate required reviews if the Services do not.

# TREND IN RESOURCES FOR RECRUITING (ACTIVE FORCES)



Inclosure 1

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23a.

### Improving Recruiter Productivity

The Porter Henry Company, Inc., has proposed the following five-step process for improving recruiter productivity:

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- Step One: Surveying field recruiting operations to evaluate current procedures in relationship to the sales and sales management problems that have to be solved. A cross section of all Services could be included.
  - Step Two: Developing a blueprint of the training needed to equip recruiters and supervisors alike with the skills and procedures needed to function effectively, plus a timetable for implementation.
  - Step Three: Developing the basic programs for recruiters and their supervisors with whatever modification might be necessary, and actually testing the programs to determine their effectiveness in the field.
  - Step Four: Modifying the two programs on the basis of the field tests and adapting them to the needs of each of the Services.
  - Step Five: Conducting the necessary train-the-trainer sessions for each Service so that the tailored programs could be implemented in each service.

Once the programs were established, a certain amount of monitoring and spot checking would be required to maintain quality and make necessary adjustments in materials and procedures.

# IMPROVE AND SIMPLIFY ENLISTMENT PROCESSING

1. Description. Enlistment processing is still geared to a draft environment where efficient, understanding treatment of individuals was not highly important. No inductee could walk out in the midst of processing. Nor could an inductee avoid reporting for processing except under penalty of law. In an all-volunteer environment, the manner of enlistment processing has an influence on the number of volunteers. 50

2. Discussion of the Problem/Situation. Most enlistment processing takes place at Armed Forces Examining and Entrance Stations (AFEES). Despite great efforts by the U. S. Army Recruiting Command, which administers AFEES for Department of Defense, AFEES processing is inefficient, sometimes demeaning to the volunteer, and definitely does not present the proper first impression of the Armed Forces to a new volunteer.

3. Findings. The Study Group visited the U. S. Army Recruiting Command and nine AFEES to observe operations, interview AFEES personnel, and solicit ideas for improvement. In visits to over 100 recruiting stations and many intermediate recruiting headquarters, the Study Group discussed the manner in which AFEES assisted or inhibited recruiting. Most important among the many findings of the Study Group are the following:

-- Overall, AFEES processing is inefficient and does not meet standards which should be established in an all-volunteer environment.

-- Forms have not been adequately standardized. Even when a standard Department of Defense form exists, Services issue different instructions for completing them. One Service requires last name, middle initial, and first name; another reverses the order. In addition, Services reproduce supposedly standard forms but incorporate changes in format, content, and size.

-- AFEES receive and must follow numerous special instructions from Service recruiting headquarters.

-- AFEES are required by the Services to provide a great amount of supplemental data not included in the regular, automated AFEES reporting system.

-- Forms used in AFEES appear to require large amounts of unnecessary information.

-- Many forms duplicate information contained on other forms, adding to the inefficiency of processing.

-- Physical examining procedures in some AFEES do not provide for sufficient individual privacy.

-- Draftees are still widely used on AFEES staffs. Volunteers should be used to process new volunteers to improve inter-personal relations during processing.

-- Each Service uses its own aptitude and qualification tests. This subject is treated in a separate report.

-- Many AFEES facilities are in deplorable condition despite repeated efforts by the U. S. Army Recruiting Command to obtain necessary new facilities and funds for maintenance of existing facilities.

-- AFEES personnel have accomplished much on their own through self-help projects to make facilities better and more attractive. They should be commended.

4. Action Recommendations. Assistant Secretary of Defense (M&RA) should:

-- Insure that adequate funds are included in the FY 1974 budget to begin a program for upgrading AFEES to standards applicable in an all-volunteer environment where enlistment processing must be highly efficient and reasonably pleasant for the volunteer.

-- Establish a joint working group under the Director of Procurement Policy, OASD(M&RA) to develop a standardized set of enlistment processing forms and a standardized AFEES reporting system meeting the needs of all Services. (Note: A previous working group was unsuccessful because it did not have the backing necessary to require the Services to accept its findings.) The working group should be charged with developing new, streamlined processing procedures prior to developing the minimum necessary forms to support processing.

# STANDARDIZE MENTAL APTITUDE TESTS FOR ENTRY INTO ARMED FORCES

53 1. Description. Presently, the Armed Forces Qualification Test (AFQT) is administered to determine mental acceptability of applicants for enlistment and selective service registrants. In addition, each Service administers its own battery of aptitude tests to assign recruits to military training and occupations. The Armed Forces Vocational Aptitude Battery (ASVAB) was developed by a Joint Services Committee as a uniform test battery for all Services. Currently, its use has been limited to the partially effective high school testing program, except that Air Force now accepts ASVAB in lieu of the Airman's Qualification Examination.

2. Discussion of the Problem/Situation. ASVAB is composed of nine subtests which were derived from items currently used in classification tests of the Services.

The Armed Forces Centralized Test Scoring Agency facility located at Randolph Air Force Base currently furnishes different ASVAB scoring combinations for each Service. (The different scoring combinations facilitate comparison with existing Service aptitude tests.)

Assistant Secretary of Defense (M&RA) has taken action to expand the administration of ASVAB in high schools. Consequently, a larger proportion of potential volunteers for the Armed Forces will be tested in the future. Under current policy, potential volunteers would be

required to take additional tests to be eligible for enlistment in the Military Services, except Air Force which accepts ASVAB in lieu of additional aptitude tests.

The multiplicity of testing serves to limit entry into the Armed Forces.

3. Findings. The Study Group worked with other members of the Central All-Volunteer Force Task Force involved in Task #5 (Qualitative Accession Requirements) and members of the OASD(M&RA) and Service staffs to examine the feasibility of using ASVAB for entrance screening in lieu of current Service aptitude tests. The Study Group found that:

-- Various Service aptitude tests predict performance in training for similar occupations about equally well.

-- Different ASVAB scoring combinations derived for each Service meet the testing needs for entry into that Service. Specifically, ASVAB composites fulfill Service requirements for:

+ Entrance screening -- the decision on whether an individual should be accepted. ASVAB contains the subtests of the AFQT, so use of ASVAB eliminates the need for administering the AFQT.

+ Guarantees of school training and specific assignments, with a few exceptions. ASVAB does not contain two of subtests used for assignment in Army and Marine Corps to infantry, armor, artillery, and engineers. In addition, ASVAB does not contain specialized tests such as radio code or sonar, but these tests are not used for assignment guarantees.

-- Air Force plans to use ASVAB for all entrance screening and guarantees of school training and assignment.

-- There are advantages to using ASVAB as a single entrance screening instrument in lieu of individual Service aptitude tests.

55 + Young people wishing to enter Military Service would not be subjected to multiple testing as they compare options available to them in different Military Services.

+ Young people administered ASVAB in the high school testing program would not be required to take additional tests for enlistment.

+ Use of a common aptitude battery would facilitate cross-Service comparisons of quality of accessions.

+ It would effectively broaden the recruiting market by making referral of prospects from one Service to another easy and simple.

#### 4. Action Recommendation.

Assistant Secretary of Defense (M&RA) should instruct the Services to begin using the Armed Services Vocational Aptitude Battery (ASVAB) as their primary entrance and classification test by January 1, 1973. Additional tests could still be administered for selected occupational fields, e.g., radio code test for assignment as radio operator.

# IMPROVE PROCEDURES FOR ATTRACTING, SELECTING, AND TRAINING RECRUITERS

1. Description. Recruiters are the Armed Forces' salesmen. Unless they are high quality, well trained, motivated and dedicated individuals, they will not be able to exploit the recruiting market fully.

2. Discussion of the Problem/Situation. Until the All-Volunteer Force program was given priority, recruiting duty was considered undesirable and unrewarding. Recruiters were not always carefully selected and training was deficient in a number of respects. A great amount of effort has recently been given to upgrading Service recruiting forces.

3. Findings. Because of the overriding importance of strong, top quality Service recruiting forces, the Study Group spent considerable time exploring ways to upgrade existing recruiting forces. Members of the Study Group visited more than 100 recruiting stations and interviewed hundreds of recruiters. The Study Group also visited several large corporations to examine their procedures for attracting, selecting, and training salesmen. It discovered several obstacles to better recruiting and identified some ways for improving procedures for attracting, selecting, and training recruiters.

-- Volunteers make the best recruiters. Yet, more than one Service still assigns individuals who do not desire recruiting duty.

-- All Services do not offer recruiters a full career development program. As a result, some recruiters view their job as a temporary diversion from their main career development pattern.

-- Procedures for selecting recruiters vary widely among the various Services. Navy has recently adopted the most sophisticated and thorough procedure.

-- Training for recruiters also varies considerably among the Services. Although newly assigned recruiters receive generally excellent training, many recruiters assigned before the buildup have not been fully trained. Refresher training is not accomplished to the extent desirable. Supervisors are not trained adequately. Length of initial recruiter training courses is as follows:

	<u>Length of Course</u>	<u>Remarks</u>
Army	5 weeks	Includes training as career counselor as well. Heavy on administration.
Navy	2 weeks	Currently handled by Sales Training Incorporated. Highly motivational.
Air Force	8 weeks	Complete, but too long. Administrative areas can be learned in the field.
Marine Corps	6 weeks	Effective, but long. Typing still being taught in course.

-- Civilian corporations seem to place greater emphasis than the Military Services on the following.

- + Initial selection of salesmen.
- + Periodic retraining.
- + Separate training course for sales managers, i.e., recruiting supervisors.
- + Motivation of salesmen on the job.

+ Developing sales specialists, e.g., insurance salesmen who sell only casualty policies, or only group policies, etc.

4. Action Recommendations.

-- Assistant Secretary of Defense (M&RA) should consider establishing a DOD recruiting school using assistance from top sales development organizations.

-- The Services should review their procedures for attracting, selecting, and training recruiters to:

+ Make fullest use of successful experiences of the other Services.  
+ Offer ample career development opportunities for recruiters.  
+ Reassign without prejudice any recruiter who is not a volunteer for recruiting duty.

+ Accept only volunteers for recruiting duty.  
+ Consider using techniques employed successfully by civilian corporations for selecting recruiters.

+ Give more emphasis to periodic retraining programs.  
+ Develop separate training courses for recruiting supervisors.  
+ Test ways to increase recruiter motivation.  
+ Develop specialists for certain types of recruiting, e.g., obtaining highly skilled individuals under lateral entry programs.

# PROVIDE UP-TO-DATE ORIENTATIONS FOR RECRUITERS

1. Description. Recruiters, being primarily salesmen, need to be thoroughly familiar with their product, namely, opportunities and life in military service.

59 2. Discussion of the Problem/Situation. In carrying out its tasks, the Study Group members traveled extensively in the field visiting, observing, and questioning recruiters from every Service. One area to which the Study Group members were particularly alert was the knowledge of recruiters of changes taking place in military life, new basic training conditions and techniques, and service environment overseas. The Study Group sought to assess the need, if any, for providing more up-to-date orientations for recruiters.

Also as part of its tasks, the Study Group queried over 100 Army and Marine Corps recruiters on recruiting techniques being used to obtain enlistments under the combat arms enlistment bonus option. To be most effective in selling this option, recruiters need to have up-to-date and accurate knowledge of changes which are occurring in training in combat arms units (decentralized training, opportunities for adventure training, greater emphasis on small unit operations, more training time in relation to maintenance time, etc.).

3. Findings. As a result of these field observations and interviews, the Study Group found that:

-- The great bulk of recruiters have not had any on-the-ground orientations to acquaint them with current conditions in basic training

or on installations, bases, and ships. Some recruiters on their own have visited basic and other training centers in order to be able to describe conditions interestingly and accurately. These recruiters felt that knowledge and insight gained helped immeasurably in dealing with prospects.

-- No Service has any extensive, formalized program for orienting its recruiters. A few subordinate recruiting commanders have established informal programs.

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-- Many recruiters are not familiar with the nature of combat arms duty in today's Army. They are unaware of recent changes in individual training such as advanced training in units, service life as it pertains to a member of a combat arms unit, and unit training with its emphasis on challenge and small unit teamwork.

-- Many recruiters tend to think most enlistees are interested in training that will benefit them in a civilian career. They tend to overlook the large number of young men who enlist to achieve independence and maturity -- goals that adventure and challenge of combat arms duty fulfill best.

-- Recruiters who are successful in meeting or exceeding combat arms objectives often do so because they speak on the basis of current knowledge about combat arms duty. Some have recently come from combat arms units. Others have visited installations and observed training and life styles firsthand.

-- The occasional subordinate commander who arranges to send his recruiters to combat arms units for orientation seldom has a problem in exceeding his combat arms enlistment objective.

4. Action Recommendations.

-- The Services should urge recruiters to avail themselves of opportunities to visit nearby installations and training centers to learn firsthand about current conditions of service.

61 -- The Services should establish formal programs for orienting recruiters who have been away from regular duty at installations, bases, or overseas for more than a year.

-- The Services should also establish formal program for having recruiters visit basic training centers to observe training and living conditions.

# IMPROVE RECRUITER INCENTIVE PROGRAMS

1. Description. Presently, each of the Services has programs to recognize and reward outstanding recruiters. Generally speaking, recognition is afforded at each echelon of the recruiting command/Service, on a monthly, quarterly and annual basis, to recruiters who exceed their assigned objectives. Rewards include letters of commendation, certificates of achievement, wall plaques and trophies, and, in rare instances, accelerated promotions.

2. Discussion of the Problem/Situation. The principal incentive used by civilian companies to increase production, sales, etc., is cash rewards. The Services are precluded from using cash rewards for a number of reasons:

-- Public Law 89-529 prohibits the use of appropriated funds for cash awards.

-- DOD directives prohibit the use of non-appropriated funds.

-- DOD directives prohibit the use of "Special Duty Assignment Proficiency Pay" to reward outstanding performance.

-- DOD directives preclude the use of "Superior Performance Proficiency Pay" as an incentive type reward.

3. Findings. In its report on the Defense Appropriation Bill, 1973, the House Committee on Appropriations criticized the Services for requesting increases in their recruiting force without having

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considered other alternatives. Among those mentioned was additional proficiency pay for the current recruiting force. The following is quoted from page 80 of the report: "The Committee has added \$1,100,000 to the bill for payment of outstanding performance pay to recruiters. This amount is adequate to provide about one-half of the recruiting force on production with \$30 a month for 6 months during fiscal year 1973. Funding for only six months is provided in that it will take some time for the Services to get such a program underway and nearly one-fourth of the fiscal year is gone."

4. Action Recommendations. The Assistant Secretary of Defense (M&RA) should:

- Identify the Director of Procurement Policy, OASD(M&RA) as the responsible OSD official for developing improved and more powerful recruiter incentives.

- Request the Military Departments to submit their plans/recommendations for implementing incentive programs based on the use of Superior Performance Pay.

- Revise the DOD directive on Superior Performance Pay. The revision should allow the Services maximum latitude application of the program to recruiters.

- Implement a recruiter incentive award system for all Services based on the use of \$1,100,000 in Superior Performance Pay set aside by the House Committee on Appropriations.

- Consider other recruiter incentive programs such as:

- + DOD recruiter of the year.

+ Nomination of DOD recruiter of the year for the U.S.  
Jaycees competition for American's Ten Outstanding Young Men of  
the Year.

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# NOMINATE A RECRUITER FOR THE U.S. JAYCEES COMPETITION FOR AMERICA'S TEN OUTSTANDING YOUNG MEN OF 1972

61- 1. Description. Each year, the U.S. Jaycees name America's Ten Outstanding Young Men for the preceding year. The ten so honored are selected from thousands of nominations submitted by individuals, business and professional organizations, and U.S. Jaycee chapters throughout the Country. Each year, DOD and each of the Services are afforded an opportunity to participate in this annual U.S. Jaycee program.

2. Discussion of the Problem/Situation. The Ten Outstanding Young Men selection process follows a similar schedule each year. Invitations to participate, together with nominating forms, are distributed about 1 July each year. Completed forms must be submitted by a specific date in mid-August. This year, a 15 August or earlier postmark was required. Final selection is completed in mid-November. However, public announcement is not made until the annual Ten Outstanding Young Men Congress in mid-January. This year, the 35th Congress will be held in Salt Lake City, Utah on 18 and 19 January 1973.

Selection of the final ten is based primarily on the individual's accomplishments in his chosen field, his contributions to his community and the Nation, and his adherence to the U.S. Jaycee creed. Nominees

are not required to be members of the U.S. Jaycees. They must, however, be 21 at the time of nomination and be no older than 35 at the time of the awards Congress.

Point of contact for the Ten Outstanding Young Men program is the Deputy Assistant Secretary of Defense (Admin), OASD (Comptroller).

3. Findings. This year it was decided that, in addition to any other nominations made by DOD and the Services, OASD(M&RA) would nominate one recruiter for the Ten Outstanding Young Men competition.

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-- The Services were provided forms and requested to nominate a recruiter for the Ten Outstanding Young Men competition.

-- Service submissions were screened by a DOD board which selected Navy recruiter Chief Petty Officer Lanny G. Worel as the JOD nominee.

-- Mr. Kelley, ASD(M&RA), acted as the nominator. The nominating form was forwarded to Jaycee Headquarters on 14 August and acknowledged on 16 August.

-- After coordination with U.S. Jaycee Headquarters, OASD(PA) announced Chief Petty Officer Worel's nomination. A copy of the news release is attached.

4. Action Recommendations. OASD(M&RA) should participate in the U.S. Jaycees' Ten Outstanding Young Men competition each year by nominating a recruiter of one of the Services. The Director of Procurement Policy should:

-- Inform the Services by letter that this will be an annual DOD program and that their nomination will be due in by the end of July each year.

-- Contact ODASD(Admin) in early July to obtain nominating forms.

-- Distribute forms directly to recruiting commands/services.

-- Convene a joint board to select the DOD nominee.

-- Prepare the nomination for the signature of the Assistant Secretary of Defense (M&RA) and forward it to ODASD(Admin) prior to the deadline established by the U.S. Jaycees.

-- Prepare a news release once the nomination has been acknowledged and after coordinating with the Jaycee Headquarters.



# NEWS RELEASE

OFFICE OF ASSISTANT SECRETARY OF DEFENSE (PUBLIC AFFAIRS)

WASHINGTON D C 20301

PLEASE NOTE DATE

IMMEDIATE RELEASE

September 15, 1972

NO. 659-72  
Oxford 50192 (Info)  
Oxford 73189 (Copies)

TOP NAVY RECRUITER IS DEPARTMENT OF DEFENSE NOMINEE  
FOR ANNUAL UNITED STATES JAYCEES AWARD

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The Navy's "Recruiter of the Year," Chief Utilitiesman Lanny G. Worel, has been chosen to represent the Department of Defense in this year's "America's Ten Outstanding Young Men of 1972" competition, a program sponsored by the United States Jaycees.

Assistant Secretary of Defense (Manpower and Reserve Affairs) Roger T. Kelley today announced that Chief Worel was selected as the DOD nominee in competition among outstanding recruiters nominated by each of the Services. In making the nomination, Secretary Kelley said, "I consider him the most outstanding of the more than 14,000 recruiters now on duty."

Final selection of "America's Ten Outstanding Young Men of 1972" by the U. S. Jaycees will be announced in Salt Lake City, Utah, in mid-January, 1973.

Worel, who was meritoriously promoted to Chief Petty Officer by Chief of Naval Operations Admiral Elmo R. Zumwalt, Jr., on September 8, 1972, is assigned to Navy Recruiting Branch Station, Vallejo, California. He graduated from Vallejo High School in 1963, and enlisted in the Naval Reserve on February 27, 1964. He reported for active duty on May 28, 1965.

Commendations and citations which contributed to Worel's winning the Navy's yearly top recruiting award, and enhancing his chances of gaining the DOD nomination for the Ten Outstanding Young Men award, came from the Director of the Solano County YMCA, North Vallejo Community Church, the Vallejo Kiwanis Club, the city of Vallejo, and the Vice Principal of Hogan Senior High School in Vallejo.

In nominating him for the Jaycees award, Secretary Kelley cited Worel for having met the challenge of recruiting at a time when every effort is being made to achieve an all-volunteer military force.

The nominating form read, in part: "His record of service to others in all phases of his professional, personal and community life surpasses even the most exacting standards of the Navy and the Department of Defense and clearly makes him one of the truly outstanding young men in this country today."

Chief Worel is married to the former Kathleen M. Powell of Vallejo. They have three children ages 6 months to 4 years and reside in Vallejo.

FND

(Photos available at Audio-Visual Division, OASD(PA), Room 2E773, the Pentagon.)

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# **SIMPLIFY PROCEDURES FOR REIMBURSING RECRUITING PERSONNEL FOR OUT-OF-POCKET EXPENSES**

69 1. Description. Public Law 92-129, enacted in September 1971, authorizes the Department of Defense to reimburse recruiters for official expenses incurred in connection with their recruiting duties. The authorizing legislation is liberal and flexible. Properly used, this legislation would enhance recruiter prestige and make recruiting duty considerably more attractive.

2. Discussion of the Problem/Situation. The Study Group examined instructions published by the Department of Defense and the Services for implementing the legislation providing out-of-pocket expenses for recruiting personnel, gathered data on use of the legislative authority, and interviewed a large number of recruiters in the field.

Although authorizing legislation and the Joint Travel Regulation issued by the Department of Defense are simple and flexible, many recruiters either do not submit claims because of complicated administrative procedures or have substantial portions of their claims, which appear to be legitimate, disallowed by reviewing recruiting headquarters or finance offices. As a result, a substantial portion of the field recruiting force is not receiving support due and the desirability of recruiting duty has not been raised to the extent possible.

3. Findings. While the Study Group was not able to investigate every aspect of the system for administering out-of-pocket expenses, it believes

it has identified some of the main reasons why out-of-pocket expenses are not being used uniformly or, in many cases, fairly from the recruiters' point of view.

-- Army. Until recently, Army instructions on out-of-pocket expenses contained many restrictive provisions. However, Army Circular 37-78, published on July 25, 1972, eliminates these restrictions and greatly simplifies procedures for claiming reimbursement. The new circular (copy attached as Inclosure 1) even permits recruiters to draw up to \$50 in advance. Monthly vouchers are submitted to replenish the advance. Hence, a recruiter may never have to use his own funds for official expenses. Standard Form 1164 is used to claim reimbursement. However, its use has been simplified greatly by the Army:

- + Use of ball point pen to fill out SF 1164 is encouraged.
- + Only two entries are required -- total recruiting expenses for the month and mileage for local travel using a privately owned vehicle.
- + A simple, locally reproduceable daily expense record is provided to substantiate the monthly voucher. Use of ball point pen to fill out the expense record is also encouraged. A receipt is required only if a single expenditure exceeds \$15.
- + Except for vouchers submitted by medical counselors and ROTC recruiters, vouchers, including those for expenses in excess of \$25, are approved by Recruiting Main Station (RMS) Commanders. The RMS Commander retains daily expense records on file and sends only the SF 1164's to the supporting finance and accounting office. Few claims are rejected.

The only problem noted is an Army proposal to prohibit officers involved in recruiting activities from claiming out-of-pocket expenses.

-- Navy. Instructions are overly restrictive in several respects:

71 + Because Navy is concerned about spending more than is budgeted for out-of-pocket expenses, recruiting station commanders have been instructed to monitor expenditures carefully and direct subordinate personnel to reduce or cease incurring out-of-pocket expenses if it appears that the budget will be exceeded. Under these conditions, some recruiting stations and recruiters are afraid to use out-of-pocket expenses or submit claims when expenses are incurred.

+ Navy requires all expenses to be itemized on SF 1164 or an attachment. The expense list is scrutinized at each echelon. Not only does this cause unnecessary delays but many claims are being rejected by higher echelons and finance offices which do not understand recruiting activities.

-- Marine Corps. Accounting procedures are similar to the Navy's but the Marine Corps requires an even more detailed list of expenses. All claims for reimbursement are forwarded to the Marine Corps Finance Center, Kansas City for payment. A study of the May-July 1972 period revealed that the Finance Center denied or returned approximately 20 percent of the claims submitted. Average time from submission to payment was 19 days. This same study estimated the cost of reviewing each claim was \$16.93. Marine Corps instructions emphasize a \$25 per month ceiling on out-of-pocket expenses.

-- Air Force. Air Force accounting and reimbursement procedures for out-of-pocket expenses are similar to Navy and Marine Corps. However, decentralized approval and payment authority greatly aids speedy and fair processing.

-- The following table displays data provided by the Services on average monthly use of out-of-pocket expenses:

	<u>Army</u> (Jun-Aug 72)	<u>Navy</u> (Apr-Aug 72)	<u>USMC</u> (May-Jul 72)	<u>USAF<sup>2/</sup></u> (Jun-Aug 72)	<u>Total</u>
Total Dollars Expended	\$90,900	\$41,700	\$28,000	\$27,900	\$188,500
-----					
Number of Personnel Eligible	6,500	5,200 <sup>1/</sup>	2,100	2,700	16,500
Average Expenditure/Eligible Person	\$14.00	\$8.00	\$13.30	\$10.30	\$11.40
-----					
Number of Recruiters	4,800	3,200	1,800	2,700	12,500
Average Expenditure/Recruiter	\$18.90	\$13.00	\$15.60	\$10.30	\$15.10

<sup>1/</sup> Navy considers every member of recruiting command eligible.

<sup>2/</sup> Some vouchers for July and August still being processed.

This table indicates that Army recruiters are making the greatest use of out-of-pocket expense authority. Air Force is considerably below the other Services in use of out-of-pocket expenses.

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4. Action Recommendations.

-- The other Services should adopt accounting and reimbursement procedures similar to the Army, to include:

- + Advance payment of up to \$50.
- + Use of ball point pen on SF 1164 and daily expense log.
- + Simplified daily expense log which can be reproduced locally.
- + Final approval of all claims at RMS level, or equivalent.

-- The Army should not prohibit officers engaged in recruiting activities from claiming legitimate out-of-pocket expenses.

-- The Navy should not limit use of out-of-pocket expenses because of budget limitations.

-- All Services should deemphasize the \$25 ceiling and allow expenses to seek a realistic level.

-- All recruiting personnel should be encouraged to use out-of-pocket expenses to broaden the recruiting market by increasing meaningful contacts with prospects and influencers.

CIRCULAR

No. 37-78

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, DC, 25 July 1972

Expires 25 July 1973

## FINANCIAL ADMINISTRATION

## REIMBURSEMENT PROCEDURES FOR RECRUITING EXPENSES

**1. Purpose.** This circular prescribes new procedures for reimbursement of recruiting expenses.

**2. Entitlement to reimbursement.** A member of the Armed Forces whose primary assignment is to perform recruiting duty is entitled to reimbursement for actual and necessary expenses defrayed from personal funds in the performance of his recruiting duties. Such expenses are limited to those authorized in Part I, Chapter 5, Volume 1, Joint Travel Regulations. To improve and simplify the reimbursement for recruiting expenses, the procedures set forth below are authorized, *effective 1 August 1972*.

**3. Advance of funds.** Advance of funds for authorized recruiting expenses for up to 2 months of expenses or \$50 is authorized to provide recruiters with "working capital." Requests for advance of funds will be submitted on the SF 1164 (Claim for Reimbursement for Expenditures on Official Business) and approved by the administrative approving official at the Army recruiting main station or other approving office. Approval of the advance for recruiting expenses will be for retention until the final settlement voucher is submitted at the completion of the recruiter's assignment to recruiting duty or until submission of the settlement voucher for recruiting expenses at the end of the fiscal year, whichever occurs first. When approving advances for retention, all copies of the voucher will be annotated "ADVANCE FOR RECRUITING EXPENSES APPROVED FOR PAYMENT AND RETENTION." The "Paid by Check" or "Cash Payments" block of all subsequent vouchers (except advance and final settlement vouchers) for reimbursement will be annotated "ADVANCE RETAINED." The finance and accounting officer will annotate all copies of the voucher for the advance "SUBMIS-

SION OF A SETTLEMENT VOUCHER IS REQUIRED EACH MONTH."

**4. Submission of vouchers.** Generally, the instructions in chapter 7, AR 37-106, applicable to local travel claims, will apply to submission and payment of recruiting expense reimbursement claims. Claims for reimbursement of recruiting expenses will be submitted on SF 1164. The recruiter will maintain DA Form 3892-R (Recruiting Expenses—Recruiters' Daily Expense Record) to support the amount claimed on the voucher (SF 1164) for reimbursement of recruiting expenses. DA Form 3892-R will be submitted with SF 1164 to the designated administrative approving officer (at the Army recruiting main station or other approving office) for use as supporting evidence in the approval of the voucher for reimbursement prior to submission to the finance and accounting officer for payment. Upon approval of the voucher for payment, the itemized supporting data DA Form 3892-R will be detached from the voucher and retained by the administrative approving officer for a period of approximately 3 years or until the finance and accounting officer's accounts have been cleared by the United States General Accounting Office (31 United States Code 82i). The voucher (SF 1164) will show only a one line entry for the period covered and the amount claimed for recruiting expenses. Sample entries for the one line entry voucher and itemized supporting data are shown on SF 1164 (fig. 1) and DA Form 3892-R (fig. 2). The finance and accounting officer is authorized to accept and make payment on these one line entry vouchers based on the approving officer's approval for reimbursement. The SF 1164 and DA Form 3892-R may be prepared with ball point pen with black, blue or blue-black ink. Use of ball point pen is

\*This circular supersedes the following DA messages: DAPE-MPD-C 131610Z Nov. 71(U), subject: Rctg Expense Allowance; DACA-FIS-PT 131344Z Dec 71(U), subject: Recruiting Expense Allowance; DASG-PTP 111404Z Feb 72 (U), subject: Recruiting Expense Allowance NOTAL; COA (DACA-FIS-PT) 191817Z Mar 72(U), subject: Rctg Duty; COA (DACA-FIS-PT) 312030Z Mar 72(U), subject: Recruiting Duty (ROTC Minority Recruiting Officers) NOTAL.

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Inclosure 1

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encouraged. DA Form 3892-R (fig. 3) will be locally reproduced on 8- by 10½-inch paper (image size 7¼"×10").

**5. Approval of vouchers.** Vouchers (SF 1164) will be approved by designated approving officers as follows:

a. All vouchers submitted by recruiters under the jurisdiction of the US Army Recruiting Command, including those vouchers for expenses in excess of \$25 per month, will be approved by the appropriate US Army Recruiting Main Station Commander or his designee.

75 b. All vouchers for AMEDD personnel counselors will be approved by the Surgeon, each CONUS Army, or Director, Personnel and Training (DASG PTG) WASH DC 20314, as appropriate.

c. All vouchers for ROTC Recruiting Officers will be approved by the Chief of Recruiting and Publicity (ROTC), HQ CONARC or the Chief of the ROTC Division, HQ, each CONUS Army or his designee. Advance approval of authorized expenses is not required prior to expenditure. Approval is required only when voucher is submitted for reimbursement.

**6. Receipts.** Receipts are required to support the voucher only when any individual item of expense is in excess of \$15. Failure to furnish receipts must be fully explained on the DA Form 3892-R.

**7. Designation of approving officer.** The activity commander will make specific designation(s) of the official(s) to approve vouchers for advance of funds and for reimbursement of recruiting expenses and privately owned vehicle or Government-owned vehicle expenses. The appropriate finance and accounting officer (or imprest fund cashier) will be furnished an authenticated signature card (DD Form 577) for the official who is designated to approve the vouchers. The signature card will include a statement as to the specific type of vouchers which may be approved by the designated official.

**8. Reimbursement for privately owned vehicles or Government-owned vehicles.** Reimbursement of expenses for the approved use of privately owned vehicles or Government-owned vehicles is authorized under Part K, Chapter 4, Joint Travel

**Regulations.** These expenses should not be considered as recruiting expenses. However, the claims for reimbursement of expenses for the approved use of privately owned vehicles or Government-owned vehicles will be treated in the same manner as recruiting expenses and may be shown on the same voucher and DA Form 3892-R with the recruiting expenses.

**9. Paying officer.** The paying officer for privately owned vehicle or Government-owned vehicle expenses and for recruiting expenses should be the same. The vouchers for these expenses must be approved by the designated approving authority who is responsible for inserting the proper fund accounting classification to be charged. Payment for these expenses from imprest funds under the procedures in AR 37-103-1 is also authorized.

**10. Accounting classification.** The fund accounting classification will be entered on the voucher by the administrative approving officer when approving the voucher for payment. The accounting classification will be obtained from the official charged with fiscal control of funds.

a. Funds used for reimbursement of recruiting expenses of Army Recruiting Command recruiters (including AMEDD personnel counselors) will be charged to Operation of Recruiting Stations, Program 8, Other General Personnel Activities, Operation and Maintenance, Army (AR 37-100-73).

b. Reimbursement of expenses of ROTC recruiters will be charged to ROTC Information and Recruiting Publicity, Program 8, Training, Operation and Maintenance, Army (AR 37-100-73).

**11. Prompt payment of vouchers.** Every effort will be made to process and pay all vouchers promptly.

**12. Temporary duty expense.** Expenses incurred for temporary duty or meals consumed by the recruiter are not considered as recruiting expenses. Temporary duty expenses are authorized and covered by Chapter 4, Volume 1, Joint Travel Regulations. Meals purchased by the recruiter for his own consumption are covered by a basic allowance for subsistence, subsistence-in-kind, per diem (during temporary duty), etc.

# CLAIM FOR REIMBURSEMENT FOR EXPENDITURES ON OFFICIAL BUSINESS

Schedule No. 274

Indicate by applicable letter, in column 2 below, whether expenditure was for (a) local travel or (b) telephone or telegraph. Miscellaneous expenditures must be specified in detail.

PAID BY  
U. B. Wright  
LTC, FC  
Fort Knight, Md.  
DSSIN 5495  
August 1972.

[illegible]

**(SIGN ORIGINAL ONLY)**

Grand total →	\$33.80	90	9.50	23.90
---------------	---------	----	------	-------

I certify that this claim is correct and proper and that payment or credit has not been received.

Approved, as advantageous to the Government for  
\$ 33.85

31 Aug. 1972      15/ John A. Doe  
(Date)                      (Signature of claimant)

31 Aug. 1972 15/ ~~Approving Officer~~  
(Male) (Approving Officer)

ACCOUNTING CLASSIFICATION

21\* 2020 XX-XXXX P871412.1000  
5XX-XXX (23.50)

21\* 2020 XX-XXXX PXXXX-XXXX  
5XX-XXX (9.90)

Pursuant to authority vested in me, I certify that this voucher is correct and proper for payment in the amount of \$ \_\_\_\_\_

(Date) \_\_\_\_\_ (Authorized Certifying Officer) \_\_\_\_\_

**Paid by check No.** \_\_\_\_\_

Received in cash, \$ \_\_\_\_\_

ADVANCE RETAINED

(Date) \_\_\_\_\_ (Signature) \_\_\_\_\_

\* If fare claimed exceeds charge for one person, the number of additional persons accompanying claimant will be shown following applicable fare.  
† If private automobile is used, show speedometer readings at beginning and end of trip and number of miles.

**Fig. 1.**

RECRUITING EXPENSES								MONTH OF:		
RECRUITERS' DAILY EXPENSE RECORD								August 1972		
NAME (Last, first, middle initial)								SOCIAL SECURITY NUMBER		
Sgt John Q. Doe								000-00-0000		
ADDRESS (street, city, state, ZIP Code)						STATION				
5811 Lacy St., Baltimore, Md 21203						US Army Rtg Sta, Baltimore				
DATE	SNACKS AND BEVERAGE	MEALS		PARKING FEES	OFFICIAL TEL CALLS	DOCUMENTS	SMALL MISC EXPENSE	POV MILEAGE	REMARKS	
		LUNCH	DINNER							
1										
2	\$1.65				\$1.60					
3							\$1.25			
4								70	Friedrich, md + ret	
5										
6										
7										
8										
9			\$5.15						Enlisted + family	
10				\$1.90	\$1.80			10	Post office Bldg + ret	
11										
12						\$2.50			Birth Certificate	
13										
14										
15			\$7.50						Enlisted + family	
16										
17	\$1.45				\$1.45					
18		\$1.50							Sister	
19										
20										
21										
22								10	High School + ret	
23										
24					\$1.50					
25										
26	\$1.55									
27										
28										
29										
30										
31										
Totals		\$3.15	\$1.50	\$13.25	\$6.90	\$2.35	\$2.50	\$1.25	90	
Total Recruiting Expense:		\$23.90								
I CERTIFY THAT THE ABOVE IS TRUE AND CORRECT				DATE		SIGNATURE (Recruiter)				
				31 August 1972		1/51 John Q. Doe				

DA FORM 3892-R, 1 Jul 72

Figure 2.

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RECRUITING EXPENSES RECRUITERS' DAILY EXPENSE RECORD									MONTH OF:
NAME (Last, first, middle initial)									SOCIAL SECURITY NUMBER
ADDRESS (street, city, state, ZIP Code)						STATION			
DATE	SNACKS AND BEVERAGE	MEALS		PARKING FEES	OFFICIAL TEL CALLS	DOCU- MENTS	SMALL MISC EXPENSE	POV MILEAGE	REMARKS
		LUNCH	DINNER						
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
13									
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19									
20									
21									
22									
23									
24									
25									
26									
27									
28									
29									
30									
31									
Totals									
Total Recruiting Expense: \$									
I CERTIFY THAT THE ABOVE IS TRUE AND CORRECT				DATE		SIGNATURE (Recruiter)			

DA FORM 3892-R, 1 Jul 72

Figure 3.

[DACA-FIS-PT]

Cir 37-78

By Order of the Secretary of the Army:

Official:

VERNE L. BOWERS

*Major General, United States Army*

*The Adjutant General*

BRUCE PALMER, JR.

*General, United States Army*

*Acting Chief of Staff*

Distribution:

To be distributed in accordance with DA Form 12-9 requirements for DA Circulars, Financial Administration.

*Active Army: A (qty rqr block No. 92).*

*ARNG: None.*

*USAR: D (qty rqr block No. 95).*

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45 f

# **EXPEDITE PROVIDING 1970 CENSUS DATA TO THE SERVICES IN MORE USEFUL FORM**

1. Description. The Military Services, especially their recruiting organizations and research agencies, require accurate and up-to-date census data in order to target recruiting and advertising programs more precisely on the actual manpower market. Data on the 1970 census is available from the Census Bureau and private firms but not in immediately useful form for recruiting, advertising, and military manpower research.

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2. Discussion of the Problem/Situation. For the most part, Service recruiting organizations and research agencies are currently relying on 1960 census data.

However, because of high mobility of people in the U.S. during the decade of the 1960's and the rapid increase in young people in the 17-21 year age group, 1960 census data is badly out of date.

Accurate census data are needed by the Department of Defense and the Services to:

- Locate recruiting stations and recruiters to fit the current market of qualified military availables (QMA).

- Allocate sub-recruiting objectives properly to each echelon of the recruiting organizations.

- Apportion local advertising funds properly.

- Target national advertising campaigns most effectively.

- Provide the best data base for sophisticated manpower and marketing research.

-- Permit the most accurate projections possible of recruiting trends.

3. Findings. The Study Group participated with members of the OASD(M&RA) staff and Service staffs in working out the details of how National Data Use and Access Laboratories (DUALabs) should process 1970 census data and provide it in useful form to the Services. Through this participation and other investigation the Study Group found that:

-- Data on the 1970 census provided by the Census Bureau are extremely voluminous -- approximately 2,000 reels of magnetic tape -- and require extensive processing and interpretation before they are useful to Service recruiting organizations and research agencies.

-- Until early this year, the Services were using 1960 census data with minor trend modifications. In most cases, these data did not accurately reflect the distribution of QMA.

-- In December 1971, limited 1970 census data were purchased from DUALabs. These data were processed by the Army to provide more accurate and up-to-date QMA information. These QMA data were provided to all Services in February 1972. Since full census data were not used, the QMA information developed undoubtedly contains errors.

-- In July 1972, a new contract was negotiated with DUALabs. Under this contract, DUALabs will provide census data to four computer support centers, together with the necessary software and instructional classes to Service managers and operators. In addition, DUALabs will assist in installing the system, provide consultant service for one year and, to a limited extent, coordinate the activities of the four computer centers.

4. Action Recommendations.

-- Director, Procurement Policy, OASD(M&RA), should:

+ Monitor the processing and analysis of 1970 census data closely to insure a free exchange of information and to prevent duplication of effort.

+ Periodically determine if the needs of the Services are being fully met by the contractor.

+ Provide additional funds in the event more detailed census data are needed.

-- Each Service should insure that full use is made of up-to-date data available from the four computer support centers.

-- Each Service should make arrangements to provide data from or access to the four computer support centers to advertising agencies working for the Service and research agencies selected to conduct manpower research.

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## CONSIDER APPLYING A TOTAL MARKETING APPROACH TO RECRUITING

1. Description. Military recruiting can be compared for purposes of analysis to marketing a particular line of products or services. It consists of product design (opportunities, challenges, benefits, etc. of military service), product pricing (pay and other benefits), advertising, recruiting (sales), and market research.

2. Discussion of the Problem/Situation. The Study Group visited Service recruiting commands, Service advertising agencies, a group of professors in the Marketing Department at the University of Rochester, marketing analysts at the Stanford Research Institute, and the Aetna Company to determine if available concepts and techniques of marketing were being applied to improving military recruiting and expanding the recruiting market.

3. Findings. Based on information learned during these visits, the Study Group concludes that a total market approach is not being applied to military recruiting by any single agency in either the Services or OSD. The Study Group drew on the background and experience of the marketing experts it contacted to prepare a sample marketing concept for military recruiting which is attached as an inclosure to this sub-task for illustrative purposes.

4. Action Recommendations.

-- ASD(M&RA) should consider applying a marketing concept similar to the one described in the inclosure.

-- Perhaps using outside contract assistance, ASD(M&RA) should develop a general DOD marketing plan which would be the basis for development of more detailed marketing plans by each of the Services. It is especially important that these plans be available to help insure balanced and coordinated marketing activities in FY 1974, assuming induction authority is not extended and used.

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## A MARKETING CONCEPT FOR MILITARY RECRUITING

65 A draft-free environment presents a formidable barrier to meeting Armed Forces manpower requirements. Even under the most favorable circumstances, traditional methods employed in recruiting by the Military Services will likely fall short of providing the number and quality of personnel required to man increasingly sophisticated weapon systems. Very likely, critical manpower skills in the Military Services will continue to be in short supply.

Traditional recruiting methods, with some exceptions, have not significantly changed over the past 100 years. Appeals popular in the 19th century are still in use today; competition among the Services for scarce manpower and specific skills still exists regardless of the criticality of each Service's needs; the occupational commitment and conditions of employment required of the military recruit still sets him apart from the occupational practices employed in the other sectors of society; and military service is still characteristically viewed as being different and less valued than other "legitimate" vocations.

To improve the way that service in the Armed Forces is now "marketed" to youth, basic changes in recruiting concepts and practices are necessary. The present fragmented approach used by the four Services can be improved by an integrated Armed Forces recruiting concept. Potential benefits of an integrated approach include:

-- Reduction of wasteful competition among the Services for critical manpower skills in the limited manpower pool.

Inclosure 1

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50-a

-- Avoidance of confronting prospective recruits with perhaps disingenuous comparisons of characteristics, requirements, and opportunities of the various Military Services.

-- Reduction of duplication in funds and personnel.

-- More effective functional linkage between manpower acquisition and manpower retention processes.

-- More effective assignment of personnel to appropriate Services and duty based on priority and best fit between personal attributes and desires and Service needs.

-- More favorable basis of competition among the Services and the private sector for fair shares of the manpower pool.

-- Realignment of military employment practices to attain a reasonable level of congruency with the private sector, i.e., duration of service, tenure rights, termination policies, turnover policies, upgrading, vesting privileges, etc. Employment in the military sector would then more accurately reflect the work values of personnel in the manpower pool.

The development of a marketing system to meet more adequately the manpower needs of the Armed Forces in a zero-draft environment requires the support of a comprehensive information system to maintain management control. The continuous flow of marketing information to recruiters, supervisors, managers, or even to the potential recruit enables each to determine whether the system is operating properly or some adjustment is necessary to correct an imbalance. Most managers are presently forced to operate with a deficiency of critical information at their fingertips.

Accurate and timely information presented in the proper context will improve the quality of decision-making and ultimately upgrade the level of organizational performance. Most importantly, a marketing information system is an efficient means of improving centralized management of widespread decentralized sales operations.

87 As noted above, a centralized marketing information system is a management tool that reports and monitors the informational needs of the entire system. Preferably, this should be an on-line, real-time system with a program capability for using analytical and predictive techniques to facilitate analysis and evaluation of strategies, program alternatives, or system performance. In short, such a system would be valuable for assessing internal and external factors that influence day-to-day recruiting decisions. Some necessary outputs are:

Marketing intelligence reports consisting of factual information about the recruiting market and serving also as input into marketing planning.

Market analysis and assessment

- Identification of market segments with their special characteristics and needs.
- Sales forecast for each segment.
- Sales performance for each segment.
- Sales performance for each geographic territory and individual recruiter.
- Specification of target populations with the most favorable cost-effectiveness possibilities.

- Evaluation of advertising effectiveness.

#### New product development

- Options to fit educational, social, and personal needs of different target groups.
- Differentiated benefit programs.
- Other structural aspects that will best serve the interests of the Armed Forces and the target market segments.

#### Management system factors

- Inputs for goal determination and policy development.
- Inputs for setting operational standards.
- Evaluation and control.
- Operational feedback on sales, market share, image, cost/ effectiveness, etc.
- Inventories of different categories of course and training opportunities.
- Classroom scheduling.

This description does not cover the full range of marketing management possibilities. It is meant to outline a system which could be developed through further study and operating experience.

# RATIONALIZE RECRUITING AREA BOUNDARIES AMONG MILITARY SERVICES

1. Description. Analysis of recruiting trends, administration, experimentation, and control of recruiting operations would be enhanced if

Service recruiting area boundaries were the same. They are not.

2. Discussion of the Problem/Situation. Recruiting area boundaries have been established Service by Service without any single overall rationale. As a result, there is a complex array of districts, sectors, areas, etc.

Armed Forces Examining and Entrance Stations (AFEES) have a major role in the recruiting process. Each AFEES has an area of responsibility. Frequently, recruiting area boundaries do not coincide with AFEES area boundaries. This complicates administration.

3. Findings. Although recruiting area boundaries have little immediate influence on the recruiting market, the Study Group looked into the situation because of possible long range benefits that might accrue if recruiting boundaries were rationalized. The Study Group discovered the following:

-- Field recruiting organizations vary widely among the Services; hence, recruiting boundaries seldom coincide. A comparison of Service field recruiting organizations is shown below:

# Comparison of Field Recruiting Organizations

<u>Level</u>	<u>Name and Number of Elements</u>			
	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
Overall Management	Recruiting Command (1)	Recruiting Command (1)	Military Personnel Procurement Branch (1)	Recruiting Service (1)
Intermediate Management	Recruiting District (5)	Recruiting Area (8)	Recruiting District (6)	Recruiting Group (7)
Operational Management	Recruiting Main Station (64)	Recruiting District <u>1/</u> (41)	Recruiting Station (47)	Recruiting Detachment (45)
Supervisory	Recruiting Area (256)	Recruiting Sub-Station <u>2/</u> (27)	<u>3/</u>	Recruiting Sector (226)
Operations	Recruiting Station (1612)	Branch Station (1080)	Recruiting Sub-Station (976)	Recruiting Office (890)

1/ 160 zone supervisors work out of the recruiting districts; however, their areas of responsibility are not referred to as recruiting zones.

2/ Recruiting sub-stations are used only when there are too many branch stations for the district to manage and supervise.

3/ Supervision accomplished by recruiting station.

-- Primarily because Army Recruiting Command has responsibility for AFEEJ operations, Army recruiting main station areas of responsibility and AFEEJ areas of responsibility coincide. This provides for easier, better coordination between AFEEJ and Army field recruiting operations, an important link for efficient handling of individuals during the enlistment process.

-- In the case of other Services, recruiting boundaries at the operational management level very seldom coincide with AFEEJ boundaries. Although some AFEEJ commanders are extremely cooperative in providing

service outside their areas of responsibility, reimbursement of funds and automated data reporting are complicated by this procedure.

91 -- Because of differences in boundaries, it is very difficult to conduct comparative analyses of Service recruiting operations at the local level. It is difficult to design tests and experiments. It is difficult to measure advertising effectiveness. It would be difficult to exert overall management control, if necessary.

-- The necessary and planned expansion of ASVAB testing is also complicated because of the lack of common boundaries. Test results are important for use in recruiting and AFEES processing. Hence, to insure that the AFEES who will eventually process an individual who has taken the ASVAB has the test results, the Armed Forces Centralized Test Scoring Agency now must send ASVAB test results on an individual to three AFEES where he may be processed depending on which Service he joins. If Service recruiting boundaries coincided with AFEES areas of responsibility, this wasteful effort would be avoided.

-- It became apparent to the Study Group, when it examined the boundary problem, that the overall field organization for Armed Forces recruiting should be thoroughly studied to develop an optimum organization. There appear to be too many organizational layers and far too many intermediate and operational management elements. The Study Group did not have the capability or charter to investigate this area.

#### 4. Action Recommendations.

-- Assistant Secretary of Defense (M&RA) should undertake a thorough study of the organization for management of Armed Forces recruiting in order to develop an optimum organization.

-- The Services should give more careful consideration to aligning recruiting boundaries with AFEES areas of responsibility.

-- Assistant Secretary of Defense (M&RA), as part of the study recommended above, should consider rationalizing recruiting area boundaries among the Military Services.

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## ESTABLISH RECRUITING OPERATIONS, PROCESSING, AND ENLISTMENT (ROPE) COMMITTEES IN EACH AFEES AREA

1. Description. Although Armed Forces Examining and Entrance Stations (AFEES) are not assigned any recruiting responsibilities, an AFEES can either assist or impede recruiting in its area depending on the way it approaches its examining and processing tasks. Hence, some formal means of improving coordination between recruiting activities and AFEES operations could enhance recruiting.

2. Discussion of the Problem/Situation. Each prospective enlistee sent to an AFEES for processing represents a sizeable investment in advertising, recruiting sales time, and administrative effort by recruiters. An applicant rejected for any reason during processing seldom applies for reprocessing and often becomes a spokesman among his peers against volunteering for military service. In a draft environment, a rejected inductee is soon replaced by ordering another inductee to report for processing. In a zero-draft environment, a rejected enlistee can only be replaced by another volunteer who must be recruited by a recruiter.

3. Findings. The Study Group hypothesized that AFEES might not have shifted their operating philosophy sufficiently to deal with the different considerations involved in a zero-draft environment. The Study Group hypothesized further that any failings on the part of AFEES probably result from inadequate coordination with recruiters and understanding of recruiting operations. To check its hypotheses, the Study

Group interviewed recruiters, recruiting supervisors, and support personnel at recruiting main station level. These interviews showed:

-- Officers assigned to recruiting main stations are more satisfied with AFEES services than noncommissioned officers.

-- Recruiting supervisors are more satisfied with AFEES services than recruiters.

-- Recruiters are generally dissatisfied with AFEES services.

-- Those recruiters who take specific problems directly to individuals in AFEES responsible for the functions causing the problems usually receive understanding assistance.

The Study Group interviewed commanders, staff and Service liaison personnel at nine AFEES. These interviews showed:

-- AFEES personnel generally do not see their role or operating procedures changing as a result of making the transition from draft to no-draft.

-- AFEES personnel are basically unaware of changes taking place in recruiting.

-- Few AFEES personnel have ever visited recruiters and observed their operations.

-- AFEES welcome liaison visits by recruiters, but visits seldom occur.

-- AFEES personnel are anxious to assist recruiters whenever specific problems are brought to them.

Based on these findings, the Study Group concludes that some formalized, but temporary, means for improving coordination and cooperation

between the recruiting and processing functions are necessary. We propose a Recruiting Operations, Processing and Enlistment (ROPE) Committee at each AFEES for the purposes of:

-- Establishing mutual understanding among recruiters and AFEES personnel.

-- Developing a team approach to increasing the efficiency and effectiveness of the overall recruiting operation in the AFEES area.

-- Assisting the AFEES in making the transition from draft to no-draft conditions.

4. Action Recommendation. Assistant Secretary of Defense (M&RA) should establish a joint working group to develop and test the concept of a ROPE Committee.

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**EXPANDING THE MARKET**

**BY ACTIONS IN**

**RECRUITING OPERATIONS**

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# CONTINUE COMBAT ARMS ENLISTMENT BONUS TEST

1. Description. Public Law 92-129 gives the Secretary of Defense authority to pay an enlistment bonus of up to \$3,000 to volunteers who enlist for at least three years in combat elements of any Service.

101 Starting June 1, 1972, use of the enlistment bonus on a test basis was permitted for Army and Marine Corps. Individuals who enlist for four years in Army or Marine Corps combat arms (infantry, armor, or artillery) receive a \$1,500 enlistment bonus upon being awarded their combat arms MOS. The test period was scheduled to end on October 31; OSD is extending the test beyond November 1.

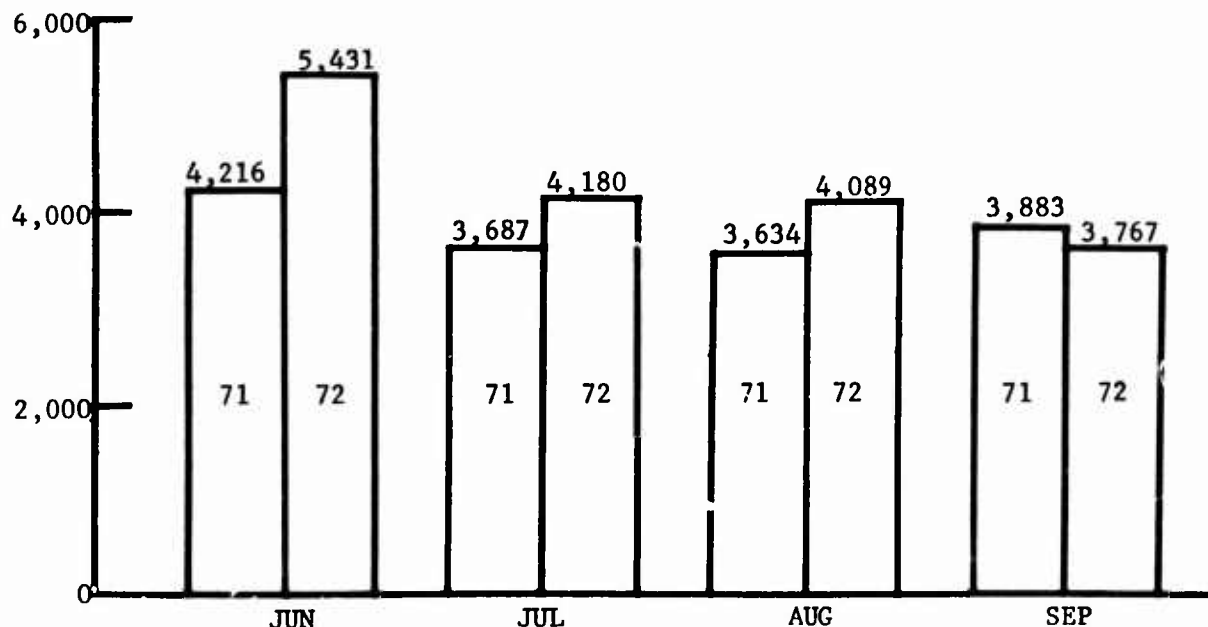
2. Discussion of the Problem/Situation. Use of bonuses to expand the recruiting market is a highly controversial subject. The cost effectiveness of bonuses is not known. Some people fear if one Service is permitted to use enlistment bonuses and others are not that the Service using the bonus will attract volunteers who would have joined another Service. Because of the unknowns, OSD has adopted a policy of testing a smaller than maximum authorized bonus which is coupled with a longer required length of enlistment. OSD has also engaged the System Development Corporation (SDC) to assess the impact of the bonus on enlistment and conduct a cost effectiveness analysis. The Study Group was assigned responsibility for monitoring the SDC contract and providing certain inputs to SDC.

3. Findings. In connection with its responsibility for assisting SDC, the Study Group examined data on combat arms and other enlistments, reviewed results of questionnaires given at AFEES to all volunteers who received the enlistment bonus and a control group of people who did not, studied results of a survey conducted by Gilbert Youth Research on awareness among the 16-21 year old male population of the bonus offer, discussed the influence of the bonus offer with recruiting officials, and interviewed in the field more than 100 recruiters to seek their views on the attractiveness and usefulness of the enlistment bonus. Following is a brief summary of some of the Study Group findings:

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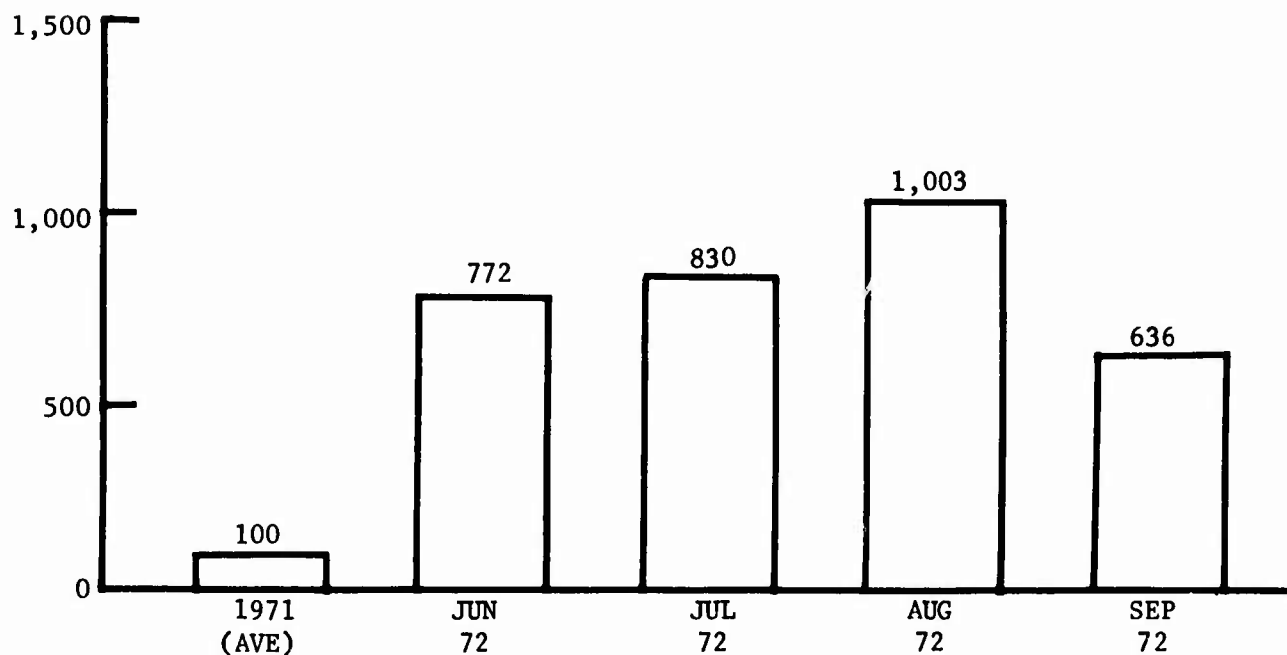
-- The enlistment bonus has been responsible for a significant increase in enlistments for the combat arms. The following chart shows total combat arms enlistments (bonus and non-bonus) for Army since June 1972 compared with the same months in 1971.

Army Combat Arms Enlistments  
(Monthly)



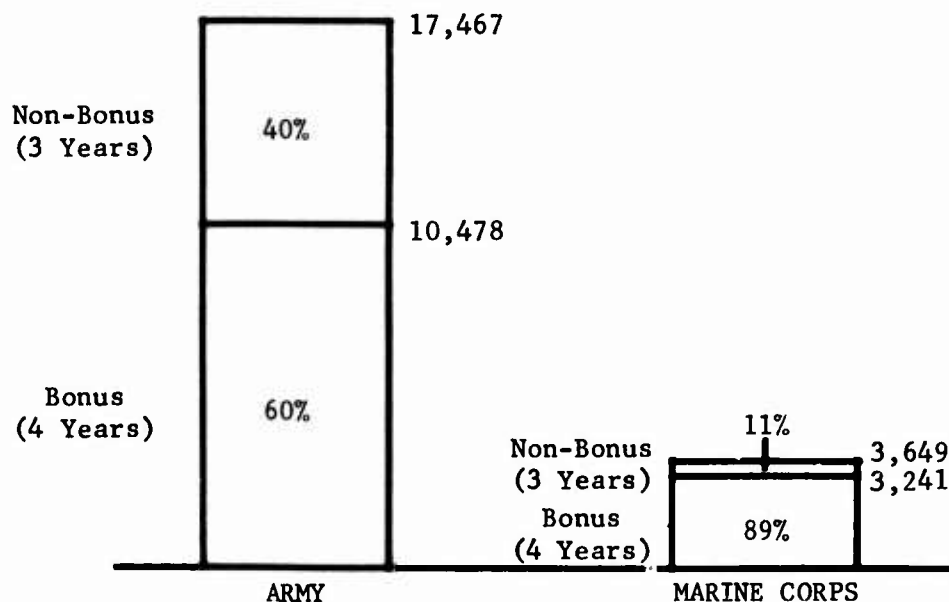
Marine Corps did not have a specific combat arms enlistment option prior to the start of the enlistment bonus test. An average of about 100 men per month previously opted voluntarily for training in combat and combat related skills. Marine Corps enlistments for the bonus are shown on the following chart.

Marine Corps Combat Arms Enlistments  
(Monthly)



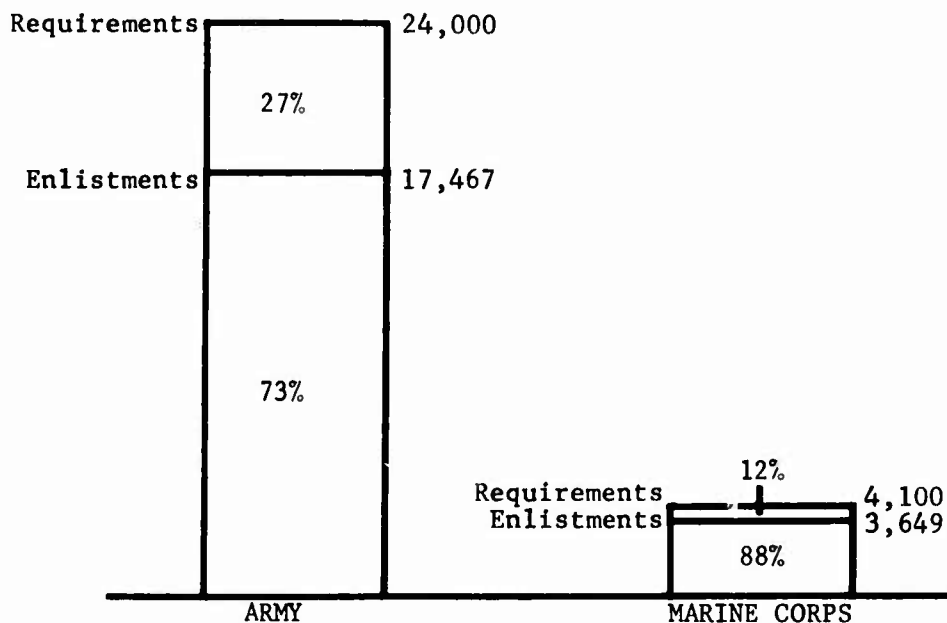
-- The enlistment bonus has been effective in lengthening the average enlistment in the combat arms. The following table shows the percentage of volunteers enlisting for four years instead of three in order to get the \$1,500 bonus

Percent of Combat Arms Three and Four Year Enlistments  
(Jun - Sep 72)



-- Even with the \$1,500 bonus for a four year enlistment, Army has not been able to meet combat arms accession requirements. (Using draftees and Regular Army unassigned enlistees, Army has been able to fill assignment requirements.) Marine Corps has been able nearly to meet accession requirements for combat arms, which are much smaller than Army requirements. Results are shown in the following table:

Ability to Fill Combat Arms Accession Requirements  
(Jun - Sep 72)



-- The first chart shows a recent decline in Army combat arms enlistments. The Study Group probed to find possible explanations for this. Several factors contribute to the decline in the opinion of the Study Group:

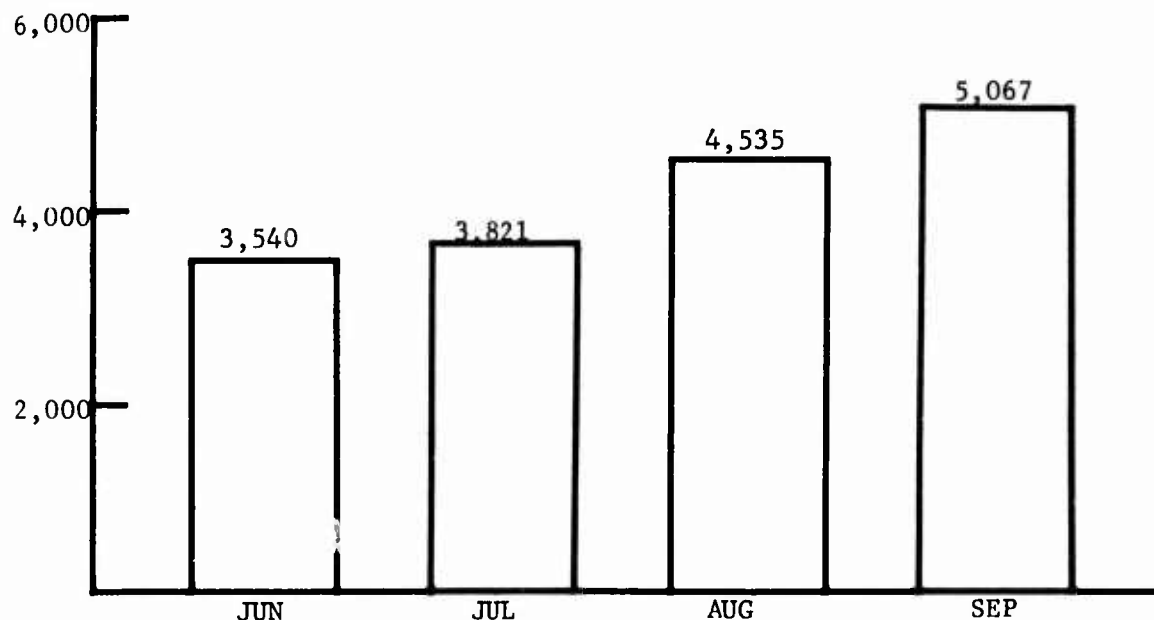
- + Several Army units, such as the 82d and 101st Airborne Divisions, which produced a large number of combat arms enlistments during the early months of the enlistment bonus test, through their unit-of-choice recruiting programs, have filled their ranks and can no longer recruit for combat arms, i.e., they have no combat arms vacancies.

- + Army has greatly increased the number and variety of area and unit-of-choice enlistment options for non-combat arms MOS since the

beginning of the test. The table below shows the increase in enlistments for these options through unit-of-choice recruiting efforts since June 1972:

Army Unit-of-Choice Enlistments for Non-Combat Arms Options

(1972)



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+ Some recruiters have been reluctant to describe the bonus option to every prospect because the recruiter has not known how long the enlistment bonus test would last.

+ Many recruiters believe that the bonus offer is not attractive enough. They argue that an individual can enlist for three years and perhaps receive even more than \$1,500 for the fourth year through a reenlistment bonus.

+ The enlistment bonus was not advertised effectively. A survey of 19,600 young men conducted by Gilbert Youth Research, Inc. showed the following:

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. Only 54 percent of respondents were aware of the bonus. This was confirmed by a questionnaire administered at AFEES to 33,500 men who had just entered military service. Only 50 percent indicated they had heard about the bonus.

. Of those aware, about 60 percent indicated it was because of some form of advertising (Inclosure 1).

. Only 24 percent knew the bonus was \$1,500. 16 percent thought it was less, 7 percent thought it was more, and 3 percent thought it was a monthly pay increase. 50 percent didn't know or didn't answer.

. Of those aware of the bonus, 72 percent knew the Army paid it. Only 23 percent knew the Marine Corps paid it. About 20 percent thought Navy and Air Force also paid an enlistment bonus.

. Only 25 percent of those aware knew they had to sign up for a particular skill to get the bonus. 29 percent said they didn't know while 46 percent said it wasn't necessary to sign up for a particular job.

-- Because the recent decline in Army combat arms enlistments may have resulted from a lessening of unit-of-choice recruiting activity, Army plans to attempt to reverse the trend by bringing unit-of-choice recruiters from units stationed in Europe to recruit aggressively in the United States. This recruiting effort will be supported by an advertising campaign describing combat arms duty in Europe.

-- From the facts above, the Study Group concludes that:

+ As long as Army is not able to meet its combat arms requirements, the enlistment bonus should be extended on a test basis.

+ The bonus option -- \$1,500 for a four-year enlistment -- should not be modified until results of the SDC analysis are considered.

+ Results of the Army efforts to reverse the recent downward trend in combat arms enlistments should be tracked closely because of their relevance to a sound evaluation of the enlistment bonus test.

+ Advertising for the bonus should be increased significantly. It would be highly desirable to use paid television and radio advertising.

4. Action Recommendations.

-- Assistant Secretary of Defense (M&RA) should request authority from the Secretary of Defense to extend the enlistment bonus test for the remainder of FY 1973. In making this request, Assistant Secretary of Defense (M&RA) should inform the Secretary of Defense that the bonus offer is under review by the Services, SDC, and his office to determine if the amount and length of enlistment required should be changed at a later time.

-- Army and Marine Corps should greatly increase advertising for the combat arms bonus once the test period is extended to end FY 1973.

-- Army and Marine Corps should inform all recruiters of the extended test period when announced and clearly state the responsibility of recruiters to inform all prospects of the enlistment bonus option.

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## ADVERTISING THE COMBAT ARMS ENLISTMENT BONUS

109 The lateness of the decision to conduct the combat arms enlistment bonus test starting June 1, 1972 for a 90-day period inhibited the execution of comprehensive and balanced advertising campaigns by Army and Marine Corps. Funding considerations added to Marine Corps difficulties and led to a decision not to advertise the bonus except by using public service announcements or media stories generated from the news release. Army, which had developed a standby plan for advertising the bonus as quickly as possible after a decision had been reached, decided to carry out its advertising plan.

The Army advertising campaign announcing the combat arms enlistment bonus test consisted of the following. Use of youth oriented magazines, billboards, and other means was precluded by the late decision to conduct the test.

<u>Date</u>	<u>Size</u>	<u>Media</u>	<u>Cost</u>
5 June	3/4 page	500 newspapers	\$305,000
12 June	3/4 page	500 newspapers	505,000
16 June	Full page	Life Magazine	24,000
24 June	Full page	TV Guide	30,000
30 June	Full page	Life Magazine	24,000
8 July	Full page	TV Guide	<u>30,000</u>
		Total	\$718,000

Inclosure 1

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In addition, Army provided news releases and public service announcements to television and radio stations and newspapers. The news releases were widely used by the media including announcements on network television during prime time. Public service advertisements were not extensively used by television and radio stations.

A survey of 16-21 year old males by Gilbert Youth Research, Inc., in June 1972 showed that 54 percent of the respondents who were aware of the combat arms enlistment bonus learned of it in the following ways:

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<u>Source of Information</u>	<u>Percent Indicating Awareness Gained from Source</u> <sup>1/</sup>
Television/Radio	41.5%
Magazines	16.7%
Newspapers	11.6%
Billboards/Posters	7.5%
Media (Unspecified)	2.0%
All Other Sources	48.5%

<sup>1/</sup> Approximately 30 percent of respondents indicated awareness gained from more than one source.

## EXPAND THE USE OF UNIT/AREA OF CHOICE ENLISTMENT OPTIONS

1. Description. Area/unit of choice options now being used offer enlistees, to varying degrees, guaranteed assignment to a specific location, a geographical area, and/or a specific unit. Usually an option guarantees a minimum tour length in the area or with the unit selected. In some cases there is an additional guarantee of training in a specific skill or a general field. Recruiting results clearly show that these options are highly attractive and appealing to prospective volunteers.

2. Discussion of the Problem/Situation. The Army has developed and offered more area/unit of choice enlistment options over a longer period of time than the other Services. Early during 1971 in response to the mission to make every effort to end reliance on the draft, the Army began testing options which offered an enlistee a guarantee of the unit or geographic area of assignment coupled with a guaranteed minimum tour length. Early in the test, it became apparent that with some modifications these options were highly appealing. Thus, the Army expanded the test and offered more unit/area of choice options as quickly as its capability to manage them expanded. In September 1972, 10,200 out of a total of 20,400 Army male non-prior service enlistments (50 percent) were for unit/area of choice options.

### 3. Findings.

-- While all Services have either started to offer unit/area of choice enlistment options, or are considering offering them, the Army's experience is instructive.

Unit of Choice. As indicated in Inclosure 1, the Army initiated the unit of choice option in February 1971 for the sole purpose of increasing combat arms enlistments. Seven division/brigade size units were authorized to begin recruiting their own combat arms soldiers. Initially, the guaranteed tour, after completion of advanced individual training, was six months. In June 1971 this was increased to 16 months. Much of the recruiting for this option is accomplished by units themselves using contact teams and individual soldiers in their own hometowns. Actual enlistment processing, however, is accomplished by regularly assigned recruiters who receive full credit for each enlistment. With 15 CONUS based units participating, this option produced a record high of 3,615 enlistments in June 1972. Eight of these 15 units are now constrained due to virtual fill of their combat arms positions.

Overseas Areas of Choice. Beginning March 1971, the Army offered guaranteed 16 month tours in Europe to combat arms enlistees. Vietnam (12 month tour) and Korea (13 month tour) options were added in May 1971. Alaska, Hawaii and Panama (all 16 month tours) options were offered starting in June 1971. By the end of September 1972, these five area of choice options had attracted 26,000 volunteers to the combat arms.

Training and Travel Option. This option offers enlistees training in either a specific MOS or a career field and a guaranteed tour in Europe (16 months) or Korea (13 months). The option was first offered in October 1971 to enlistees choosing one of four MOS or three career fields. Today the option offers 19 MOS and career fields. During September 1972 the option produced 1,800 enlistments. Since its inception, it has attracted 10,500 enlistments for Europe and nearly 1,400 for Korea.

Military Police Unit of Choice Option. In February 1972, six military police battalions were added to the unit of choice program to recruit men for the law enforcement career field. To date, 1,334 men have been recruited for training and assignment as military police in these six battalions.

Special Unit Enlistment Option. This option was an expansion of the unit of choice enlistment option beyond combat arms. In January 1972, two of the units of choice that had recruited nearly all of their combat arms personnel were designated to test the feasibility of recruiting for all authorized MOS. The test proved highly successful and in June 1972 each participant in the combat arms and military police unit of choice program -- a total of 23 units -- was allowed to recruit men for all authorized MOS in the particular unit. In August 1972, eight Army General Hospitals were added to the option. As indicated in Inclosure 1, nearly 18,700 men and women have enlisted for this option. In September 1972, 23 percent of all Army enlistments were for the special unit enlistment option.

-- Since the Army offered its first unit of choice options 18 months ago, a total of 83,000 males have enlisted for a growing array of unit/area of choice options. Based on this record, we conclude that this type option is highly attractive. Management problems have proved to be less severe than originally anticipated and Army capability to manage the unit/area of choice options has grown rapidly.

4. Action Recommendations.

-- Each of the other Services should consider the Army results in expanding the recruiting market through offering area/unit of choice enlistment options. They should introduce similar enlistment options as required to meet enlistment objectives.

-- The Army should continue to offer its present array of attractive unit/area of choice enlistment options and, as its personnel management capabilities grow, offer additional options to help increase the number of true volunteers as draft pressure decreases.

-- All Services should test using area/unit of choice enlistment options to attract true volunteers for longer periods of service (e.g., will extending the guaranteed tour to 28-30 months result in a significant number of four-year enlistments?).

-- The full potential of attractive options should be developed before using more expensive bonuses as incentives for enlistment.

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Unit of Choice History

<u>1971</u>	<u># of Units</u>	<u>Combat Arms Enlistments</u>	<u>Other MOS Enlistments</u>	<u>Total</u>
Feb <sup>1/</sup>	7	106	--	106
Mar	7	77	--	77
Apr	7	240	--	240
May	7	300	--	300
Jun <sup>2/</sup>	7	722	--	722
Jul	7	813	--	813
Aug	7	971	--	971
Sep	7	1256	--	1256
Oct	9	747	--	747
Nov	11	1158	--	1158
Dec	11	1324	--	1324
<u>1972</u>				
Jan	12	1615	288	1903
Feb <sup>3/</sup>	19	1608	383	1991
Mar	20	1785	214	1999
Apr	20	1735	156	1891
May	21	1858	675	2533
Jun <sup>4/</sup>	23	3615	3540	7155
Jul	24	2497	3821	6318
Aug <sup>5/</sup>	31	2263	4535	6798
Sep	31	<u>2133</u>	<u>5067</u>	<u>7200</u>
Total		26,823	18,679	45,502

1/ Option began with 6 months guaranteed stabilization after training.

2/ Guaranteed stabilization increased to 16 months.

3/ Seven MP battalions added.

4/ All units authorized to recruit for all MOS.

5/ Eight Army hospitals added.

## EXPAND THE USE OF RECENT ENLISTEES IN RECRUITING ACTIVITIES

1. Description. Regular recruiters, who usually are personnel with six or more years service, may be less effective than younger men in communicating with prospective enlistees in the prime 17-21 year old group.

In addition, regular recruiters who have been on recruiting duty for several years may be unfamiliar with rapid changes occurring in basic training and in service life. All Services have successfully used recent enlistees in recruiting roles to overcome these two deficiencies.

2. Discussion of the Problem/Situation. Regular recruiters, as a group, are confronted by some of the following problems:

-- Because they generally have had six or more years service, they are older than the main group of 17-21 year old men and women from which most volunteers come. This sometimes makes communicating with the prime target group difficult.

-- Recruiters have a credibility problem. They are often viewed by some young people as super-salesmen who will promise almost anything to make a sale, i.e., to get a signature on an enlistment contract.

-- Because of the rapid changes taking place in service life, regular recruiters who have been on recruiting duty for several years may be out of touch with such subjects as basic training, life in barracks, new training courses, etc., that are of vital interest to prospective enlistees.

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3. Findings. The Study Group examined programs now being used by the Services to overcome these problems. Army has had longer and more extensive experience in using recent enlistees to assist in recruiting activities. Following is a brief description of two Army programs which may have application to the other Services.

117       -- Use of recent enlistees in recruiting was first tried at Fort Sill, Oklahoma in early 1971. Enlisted men and a few women serving in their first term of enlisted service were selected and sent on temporary duty as assistant recruiters to their hometowns to work with regular recruiters for two weeks. If the assistant recruiter worked out well, he was allowed to stay another two weeks. At first, the assistant recruiters were highly successful. Later, their productivity dropped. A consulting firm, Development Alternatives, Inc., brought in to analyze the program discovered the reason for the decline in productivity. After the initial period in which the installation commander was closely associated with the program, unit commanders became reluctant to release their best soldiers for two to four weeks duty that seemingly was not associated with the unit's missions. In addition, temporary duty funds ran out making assistant recruiter duty less attractive. As a result, the best young soldiers were not being sent to their hometowns as assistant recruiters. Several lessons were learned: Young, motivated soldiers make the best assistant recruiters; units providing the assistant recruiters should have a stake in their success; and assistant recruiters need ample support both to enhance their operations and to attract the best soldiers to the program.

-- In April 1971, U.S. Continental Army Command began a separate assistant recruiter program using recent graduates from advanced individual training. These young men and women were also sent to their hometowns to work with regular recruiters. Results were spotty -- some assistant recruiters did very well while others did not. Development Alternatives, Inc. was engaged to review this program also. The study identified strong and weak points. Revisions were made in the program and it is now effective in producing enlistments and enhancing the Army's image.

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Operating experience and careful analysis have shown that it is necessary to (1) select assistant recruiters carefully in order to send out motivated young people who can explain their varied experiences in the Army to others; (2) provide adequate time to brief assistant recruiters fully, give them drivers' licenses so they can use the regular recruiter's sedan; (3) allow assistant recruiters to work in their hometowns for at least four weeks; and (4) give them and the regular recruiters for whom they work the same set of operating guidelines (a pocket guidebook for assistant recruiters was developed for this purpose).

The Study Group believes that opportunities exist for all Services to make more extensive and systematic use of assistant recruiters. At any one time there is less than one assistant recruiter working for every 100 regular recruiters.

#### 4. Action Recommendations.

-- All Services should examine their current level of use of assistant

recruiters and expand it whenever recruiting objectives are not being attained.

-- Data on productivity of assistant recruiters should be obtained to justify, if necessary, expenditures on this effective program.

-- New ways of using assistant recruiters should be explored.

-- To increase the recruitment of women, the Services should consider using many more young women in service as assistant recruiters.

# EXPAND THE USE OF WOMEN TO RECRUIT MEN

1. Description. Young men often prefer talking to young women on many subjects. As long as women are qualified to discuss a particular subject, they can frequently be more persuasive than men. This suggests the possibility of expanding the use of women to recruit men for the Armed Forces.

2. Discussion of the Problem/Situation. At present the proportion of women engaged in recruiting activities is quite low:

## Proportion of Women Engaged in Recruiting

	<u>Total Recruiters<sup>1/</sup></u> (Male and Female)	<u>Women Recruiters<sup>1/</sup></u> (Assigned/Authorized)	<u>Percent of</u> <u>Total Assigned</u>
Army	6,459	226/320	3.5%
Navy	3,259	50/42	1.5%
Marine Corps	1,819	42/47	2.3%
Air Force	<u>2,687</u>	<u>35/46</u>	<u>1.3%</u>
Total	14,224	353/455	2.5%

<sup>1/</sup> Nurse recruiters not included.

For the most part, women recruiters are restricted to recruiting women. Plans to increase the number of female accessions rapidly will likely further restrict the use of women currently assigned to recruiting duty to obtaining women volunteers.

No comprehensive tests have been conducted to determine the effectiveness of using women to recruit men for the Armed Forces.

3. Findings. The Study Group discovered several examples which indicate that women can be highly effective in recruiting men.

-- Interviews in the field with females assigned to recruiting duty indicate numerous instances where their influence has been the principal factor in young men deciding to enlist.

721 -- Recent female enlistees have participated in assistant recruiter programs for more than a year. Interviews with these young women and the recruiters they worked with indicate that these women were just as effective, and in some cases more effective, than male assistant recruiters in recruiting young men.

-- In a recent test, two Army Recruiting Main Stations hired young women to set up appointments with prospective volunteers by telephone. Unfortunately, results of this short duration test were not conclusive. The girls were considerably more effective in arranging appointments and the show rate for appointments was unusually high. On the other hand, actual enlistments were somewhat less than would be expected if an experienced male recruiter had called the same number of prospective volunteers. The fact that the girl who set up the appointment did not conduct the sales interview may have been the reason. Results of the test suggest that women recruiters, trained in effective telephone techniques and interview methods, would be highly effective.

4. Action Recommendations. The Services should:

-- Increase the number of military women participating in special programs such as assistant recruiters and unit of choice recruiting and emphasize their role in stimulating male as well as female enlistments.

-- Further test the use of women, both military and civilian, to set up appointments with prospects and subsequently conduct interviews.

-- Experiment with assigning a few women recruiters objectives for recruiting men.

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## USE CIVILIANS TO ASSIST IN RECRUITING FOR THE ACTIVE FORCE

122 1. Description. Proposals have been made from time to time to use civilians to assist regular military recruiters in recruiting for Active Forces. Some civilian technicians are now used by Reserve Components for recruiting duty. However, none are being used for Active Force recruiting.

2. Discussion of the Problem/Situation. In its recent report on the Defense Appropriations Bill, 1973, the House Committee on Appropriations urges the Department of Defense to test the use of civilians to recruit military personnel. The Committee in its report states:

"The Committee requests that the Department of Defense institute a pilot program to obtain data on the feasibility of civilian recruiting of military personnel. The civilians used could either be employees of the Department of Defense or employees of a private firm under contract to one of the Military Departments. Retired military personnel would be the most obvious candidates for this type job." (However, the Committee is ambiguous on this latter point and states later that: "The recommendation that military personnel be replaced with civilians should not be taken as an inducement for placing retired military personnel in these positions.")

"The Committee feels that all reasonable approaches should be tried prior to any further expansion of the military recruiting force beyond that approved in this report. . .The Committee is not going to blindly fund more and more recruiting personnel. . .It expects the Department of Defense to consider other alternatives such as. . .contract recruiting." (The Committee approved nearly 3,300 less military and civilian spaces than were requested by the Services.)

3. Findings. The Study Group discussed the matter of using civilians to assist in recruiting with the Services. There is a general reluctance to break with tradition and employ civilian recruiters. Civilians might present a poor image. They could be viewed as "high pressure salesmen," who might make false promises to prospects in order "to make a sale." In addition, the Study Group found that:

- There is no recent example of any Service having used civilians to recruit men or women for Active Forces.

- Army has considered and rejected an attractive proposal from RCA Services Company to select, train, and administratively support a staff of civilian recruiters. The rejection was made on other than cost-effectiveness grounds.

- Navy has also considered and rejected a similar proposal from ALVOL, Inc.

- No cost-effectiveness data appears to exist for comparing civilian recruiters with military recruiters.

- No Service has any plans for using civilian recruiters.

4. Action Recommendations.

-- The Assistant Secretary of Defense (Manpower and Reserve Affairs) should request the Services to submit plans for testing the use of civilian recruiters to assist in recruiting for Active Forces beginning in third quarter FY 1973.

-- After reviewing the plans submitted, the Assistant Secretary of Defense (Manpower and Reserve Affairs) should coordinate the tests to the extent necessary and prescribe requirements for data collection and reporting.

## EXPAND LATERAL ENTRY PROGRAMS

1. Description. Each Service currently offers accelerated promotions to certain enlistees who qualify because of pre-service education or civilian acquired skills. Expansion of programs for lateral entry to military service from civilian life offers an attractive way of increasing enlistments and reducing military training costs.

2. Discussion of the Problem/Situation. Despite the attractive possibilities, Service programs offering accelerated, or in some cases immediate promotion upon entry, are not widely publicized. Most individuals who could qualify simply do not know the benefits which they could receive if they enlisted.

In addition, it appears that little is being done in the Department of Defense to expand lateral entry programs despite the potential savings in military training costs and the reduction of the number of people carried in the unproductive Trainee, Transient, Prisoners and Patients account.

3. Findings. The Study Group considered that this area had great potential for broadening the recruiting market; thus, it researched Service and OSD policies concerning lateral entry. It found that:

-- There are two basic conditions under which a non-prior service individual can qualify for accelerated promotion -- either after completing basic training or, in some cases, immediately upon entry:

+ Possess a civilian acquired skill which has direct application and which requires lengthy training and/or experience.

+ Have prior para-military training by virtue of participation in a junior or senior ROTC program or an equivalent program.

-- All four Services offer accelerated promotion to enlistees with JROTC or ROTC experience. Policies differ as shown in the following table:

Advanced Grade Based on Para-Military Experience

27.

	<u>Army</u> <sup>1/</sup>	<u>Navy</u> <sup>2/</sup>	<u>Marine Corps</u>	<u>Air Force</u> <sup>3/</sup>
JROTC	Up to E-4	E-3	E-2	E-2
ROTC	Up to E-4	E-3	E-2	E-2

1/ E-2 for two years experience; E-3 for three or four years experience. Individual must be able to pass an MOS test to receive E-4.

2/ E-2 or E-3 for Sea Cadets. Also Navy offers up to E-3 for vocational school or college experience.

3/ E-2 for Civil Air Patrol.

-- Army offers E-4 or E-5, depending on level of proficiency, for selected engineer and medical skills and to qualified musicians. Hence, the Army lateral entry program is quite limited.

-- Navy offers E-6 to individuals proficient in data processing or data systems, E-4 or E-5 for personnel accepted into the machinist mate or hull technician programs, E-3 for personnel accepted for the electronic technician program, and up to E-3 for selected vocational skills. Although the Navy program is limited, it still is the broadest of the four Services.

-- Surprisingly, Marine Corps and Air Force have no program of accelerated promotion for civilian acquired skills.

-- None of these programs have been emphasized by the Services. They are not widely known or understood by recruiters. They are practically unknown among potential volunteers. No substantial effort has been made by the Services to expand the programs to include many other civilian related skills.

-- Because recruiters are not familiar with these programs, they usually fail to inform prospects and actual enlistees of their entitlements.

-- Almost no attention has been given to similar programs for women.

-- OSD has no policies that limit lateral entry programs. On the other hand, OSD policies do not emphasize the importance of lateral entry and accelerated promotions in an all-volunteer environment. This is a serious deficiency.

#### 4. Action Recommendations

-- Assistant Secretary of Defense (M&RA) should develop and promulgate broad policy guidance which would expand lateral entry and accelerated promotion programs to take full advantage of their highly attractive possibilities.

-- Also, Assistant Secretary of Defense (M&RA) should direct the Director, Procurement Policy to monitor these programs to insure that the Services develop a wide range of attractive lateral entry and accelerated promotion enlistment options that are consistent among the four Services.

-- The Services, without waiting for additional guidance from OSD, should:

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+ Examine programs for accelerated promotion of individuals with previous para-military experience and bring them more in line with the Army program which appears to be the most attractive.

+ Implement or expand programs of accelerated promotion for volunteers with useful civilian acquired skills. A principal criterion should be the savings in training costs or pipeline time that can be achieved.

+ Insure that all recruiters are aware of current programs and keep them advised on changes which expand them.

+ Insure that every individual enrolled in JROTC and ROTC and equivalent programs is aware of his entitlements to accelerated promotion.

+ Publicize to a far greater extent the opportunities for accelerated or immediate promotion.

+ Expand lateral entry programs to include women specifically.

## INTENSIFY RECRUITING IN JUNIOR COLLEGES AND VOCATIONAL AND TECHNICAL SCHOOLS

1. Description. Approximately five million military age youth are in junior colleges and vocational and technical schools. Hence, this group represents a large potential market for recruiters.

2. Discussion of the Problem/Situation. The main thrust of military recruiting is correctly aimed at students in and recent graduates of high schools. But, because of this emphasis, it is possible that Service recruiting agencies and individual recruiters may not be devoting sufficient attention to the recruiting market made up of students attending junior colleges and vocational and technical schools.

3. Findings. The Study Group sought to determine if sufficient attention is being given to the junior college and vocational and technical school market. It discovered that:

-- Many individual recruiters interviewed by the Study Group ignore, for one reason or another, students attending junior colleges and vocational and technical schools. Some say it is difficult to obtain lists of students. Others feel uncomfortable working in an unfamiliar environment. A few comment that, because of the high proportion of students in these schools who are undecided about their future career, this market is an excellent source of volunteers.

-- Service recruiting organizations at the recruiting main station level have widely differing approaches for tapping the junior college and vocational and technical school market. Some leave recruiting up to

the individual recruiters, whose territory includes a particular school. Others even assign officers from the recruiting main station to cover every school of this type. Few pay a great deal of attention to this segment of the overall market.

-- Few special programs exist for improving communications and relations with junior colleges and vocational and technical schools.

31. -- These schools are not included in the Armed Services Special Aptitude Battery (ASVAB) program.

-- Three projects or programs discussed in other sub-tasks of this study could have significant value in intensifying recruiting in junior colleges and vocational and technical schools.

+ A research project being undertaken by Development Alternatives, Inc. is directed at finding ways to improve the interface between guidance counselors and recruiters. Both high schools and junior colleges will be surveyed. Results will provide information on how the Services can improve recruiting in junior colleges.

+ CMI Films, Inc. has prepared a program called the Career Curriculum Applications Program which would provide career guidance material to counselors in 20,000 high schools, junior colleges, and vocational and technical schools. If adopted, the program would aid recruiting in all schools.

+ The Study Group recommends expanding distribution of an improved High School News Service Report to junior colleges and vocational and technical schools. This would place more information about military career opportunities in these schools.

-- Overall, this market is not being adequately exploited.

4. Action Recommendations.

-- Director of Manpower Procurement, OASD(M&RA) should instruct Air Force, which will become Executive Agent for the ASVAB testing program, to include junior colleges and vocational and technical schools in the ASVAB testing program.

-- Assistant Secretary of Defense (M&RA) should consider requesting one or more Services to undertake a special experiment for intensifying recruiting in junior colleges and vocational and technical schools. Such an experiment would require gathering and comparing data on recruiting results by source of volunteers.

-- The Services should give greater emphasis to recruiting in junior colleges and vocational and technical schools. Such emphasis should include:

+ Developing systematic approaches to these schools.

+ Improving communications with these schools.

+ Considering expanded and more attractive lateral entry programs for students who complete these schools, e.g., an individual who successfully completes an electronic repair course at a technical school could be given an accelerated promotion to E-5.

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**EXPANDING THE MARKET**

**BY ACTIONS TO IMPROVE**

**RECRUITING SUPPORT**

# EXPAND AND IMPROVE THE HIGH SCHOOL TESTING PROGRAM

1. Description. The Armed Forces High School Recruiting and Testing Program offers free aptitude testing to high school students by means of the Armed Forces Vocational Aptitude Battery (ASVAB). Although this testing service has been offered for over three years, less than 50 percent of high schools have elected to participate.

2. Discussion of the Problem/Situation. Despite its usefulness to students, counselors, school administrators, and military recruiters, the Armed Forces High School Recruiting and Testing Program has been operating far below desired effectiveness. No single Service has had program responsibility; hence, application of the program in the field has been spotty. Army has most aggressively backed the program; Marine Corps has done very little; Air Force and Navy have given modest support. Assistant Secretary of Defense (M&RA) recognized these deficiencies and acted, starting in October 1971, to assign executive agent responsibility to a single Service. It is expected that Air Force will be given executive agent responsibility by November 1972.

3. Findings. The Study Group devoted considerable attention to the testing program because of its importance as a means of broadening the recruiting market.

First, the Study Group reviewed the action to assign executive agent responsibility to Air Force. The Study Group considers this is an essential step toward strengthening the testing program and endorses the plan.

Next, the Study Group, through a series of visits to Service Recruiting Commands, the Armed Forces Centralized Test Scoring Agency at Randolph Air Force Base, ASVAB testing teams in the field, and high schools, examined the testing program to identify areas for improvement. Major findings include:

-- The Armed Forces High School Recruiting and Testing Program is not fully effective. Fewer than 50 percent of the high schools participate; student participation ranges from a small percent to 100 percent in these schools.

-- Links between the Armed Forces and high school guidance counselors and between counselors and students are weak because of inadequate materials for interpreting test results and advertising the program. Many other deficiencies in administering the program exist.

-- Recruiters consider the testing program a valuable and necessary tool once they lose pre-induction physical lists as a source of prospects.

-- High school guidance counselors do not oppose the testing program. However, many do not know enough about it to reach a judgment of its value.

-- The program is not adequately funded.

-- Service support varies from good in Army to low in Marine Corps.

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ASVAB PROGRAM SUMMARY

<u>School Years</u>		<u>Air Force</u>	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Totals</u>
Sep 68-	Schools	4,215	1,863	804	219	7,101
May 69	Students	215,986	86,253	37,591	10,154	349,984
Sep 69-	Schools	3,444	3,528	1,147	57	7,176
May 70	Students	186,617	134,739	47,545	2,487	371,388
Sep 70-	Schools	2,272	4,499	1,245	36	8,052
May 71	Students	131,495	230,500	61,098	2,017	425,110
Sep 71-	Schools	1,717	7,404	1,237	45	10,403
May 72	Students	100,105	391,655	61,832	1,432	555,024

Since the start of the program, Services have ASVAB-tested the following number of students:

Air Force	634,203
Army	843,147
Navy	208,066
Marine Corps	<u>16,090</u>
Total	1,701,506

4. Action Recommendations.

-- Once Air Force has been assigned executive agent responsibility for the Armed Forces High School Testing Program, Air Force should:

+ Establish the planned Vocational Testing Agency (VTA) to administer the program as quickly as possible.

+ Develop specific programs for establishing lateral communications with academic communities at national, state, and local level to describe the program fully.

+ Initiate local programs for informing high schools of current and projected capabilities and goals of the Vocational Testing Agency.

+ Revise procedures for prompt administration, processing, and distribution of ASVAB test results.

+ Revise and distribute a greatly improved ASVAB Counselor's Manual.

+ Establish clear, positive procedures for assigning test responsibility for each high school by Service, recruiting office, and location.

+ Publish precise national testing schedules for distribution to appropriate civilian and military agencies for programming and planning purposes.

+ Publish standardized test control and test administration procedures.

+ Establish precise guidelines for tester training and tester qualification.

+ Undertake necessary research programs to improve the test instruments, test administration, and scoring and notification procedures.

+ Expand the program to include junior colleges and vocational and technical schools.

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+ Seek to increase the number of students tested by 100 percent in school year 1973-1974 over the 555,000 tested in school year 1971-1972.

+ Report to OASD(M&RA) if funds allocated for the testing program are inadequate.

-- Other Services in their own best interests should cooperate fully with the Executive Agent.

-- Assistant Secretary of Defense (M&RA) should monitor on a quarterly basis the number of ASVAB tests administered by Service and the number of accessions by Service who have participated in the testing program. The Executive Agent should be required to report annually on program effectiveness.

# MAKE GREATER USE OF THE MILITARY-CIVILIAN JOB COMPARABILITY MANUAL

1. Description. The Military-Civilian Job Comparability Manual published by the Director of Training Programs, OASD(M&RA) appears to be a useful tool for high school guidance counselors.

2. Discussion of the Problem/Situation. Material now available to high school guidance counselors for use in advising students about opportunities in the Armed Forces is not adequate. Each Service provides a variety of material. DOJ, through the High School News Service Report, provides additional information. The information is confusing and not especially useful. 142

3. Findings. The Study Group starting from research accomplished by Development Alternatives, Inc. examined material now provided high school guidance counselors to assist them in explaining opportunities in the Armed Forces. During the course of its examination, the Study Group was provided a copy of the Military-Civilian Job Comparability Manual. The Study Group discussed presently available material and the new manual with officials involved with the Armed Forces High School Recruiting and Testing System at Air Force Recruiting Command. As a result of these inquiries, the Study Group found that:

-- The Military-Civilian Job Comparability Manual is an excellent cross reference for relating specific military jobs with similar civilian jobs. With minor editing, the manual would be useful to high school guidance counselors in advising students on opportunities in the Armed

Forces. It would be particularly useful in relating Armed Services Vocational Aptitude Battery test scores to specific military jobs.

143 -- Once Air Force is designated executive agent for the Armed Forces High School Recruiting and Testing Program, officials at the Air Force Recruiting Command plan to organize a Vocational Testing Agency (VTA) to operate the program. VTA would be responsible for developing and furnishing high school guidance counselors with a comprehensive information package to explain benefits and operations of the program. Air Force officials believe that the package would be enhanced significantly by incorporating material contained in the Military-Civilian Job Comparability Manual.

4. Action Recommendations.

-- Air Force should, once it is designated executive agent for the Armed Forces High School Recruiting and Testing System, plan to use the material in the Military-Civilian Job Comparability Manual fully.

-- Director of Training, OASD(M&RA) should assist Air Force in adapting the manual for use by high school guidance counselors.

# IMPROVE COMMUNICATIONS BETWEEN RECRUITERS AND HIGH SCHOOL GUIDANCE COUNSELORS

1. Description. The Nation's high schools are the most important source of qualified young men and women for the Armed Services. Within the high schools, guidance counselors are an important communications link with students. Hence, the recruiting market can be expanded through improved communications between Armed Forces recruiting personnel and high school guidance counselors.

2. Discussion of the Problem/Situation. During the past two years, the Services have made major efforts to secure greater cooperation and assistance from high school guidance counselors. Usually this has been a one-way exchange with recruiters demanding high school lists, freedom to recruit on campus, special military career days, and large amounts of guidance counselors' time while offering little except a great volume of recruiting literature, sometimes poorly designed, in return.

Recruiter contacts with guidance counselors have not been controlled. Even efforts to assign specific high schools to one Service for Armed Services Vocational Aptitude Battery (ASVAB) testing and principal contact have not been fully successful. As a result, many guidance counselors find themselves confronted by one or more recruiters from each of the four Services plus up to six Reserve Component recruiters all making similar requests.

Studies conducted early in 1972 by Development Alternatives, Inc. and Applied Management Sciences pointed out that excessive, uncoordinated

145- recruiting activities in high schools frequently were counterproductive, especially when recruiters had virtually nothing meaningful to offer guidance counselors in way of assistance in making their difficult job easier. These same studies also pointed out that, considered as a group, guidance counselors were ignorant of career opportunities in the Services, tended to be somewhat anti-military, and, as a result, were seldom recommending military service to their better students.

3. Findings. In studying the high school recruiting situation, the Study Group concluded that not enough has been done to improve the undesirable situation described. Further, the Study Group found that an excellent opportunity exists to provide much needed assistance to high schools, thereby improving communications and fostering cooperation.

The Study Group, in coordination with the Director of Manpower Research, OASD(M&RA), was instrumental in arranging contracts with two firms to examine ways of improving military recruiting in high schools. Results of this research, together with a study being conducted under Navy contract, will provide information on improving the interface between military recruiting services and high schools.

-- Operations Research, Inc., under contract to the Navy, is working with the United States Office of Education (USOE) to integrate military career information into USOE's newly developed career education concept.

-- Information Concepts, Inc./Learning Achievement Corporation has the tasks of integrating ASVAB test results and military skills into the

15 career clusters defined by USOE and developing and producing actual working materials which will present this relationship clearly to high school guidance counselors, other faculty members, parents, and recruiters. These materials will assist guidance counselors in explaining USOE's career education concept and can possibly lead to better working relationships between guidance counselors and recruiters.

-- Development Alternatives, Inc., has proposed surveying and studying interactions between recruiters and high school guidance counselors and develop a set of guidelines to maximize the effectiveness of recruiters and recruiting material in the interaction process.

Meetings have been held by the Study Group with the contractors to insure that their efforts will be complementary and arrange for an exchange of findings. Final results of these research efforts could be available by April 1973.

#### 4. Action Recommendations.

-- The Director of Manpower Research, OASD(M&RA), should monitor the three contractors closely to integrate their efforts and insure a free exchange of information.

-- The Services should cooperate fully with the contractors and provide information or assistance when requested.

-- The Director of Procurement Policy, OASD(M&RA), should use the results of this research to develop DOD guidelines for military recruitment in high schools beginning with the 1973-74 school year which will improve effective communication between Armed Forces recruiting personnel (recruiters, ASVAB testers, etc.) and high school guidance counselors.

## PROVIDE NEEDED ASSISTANCE TO HIGH SCHOOLS

1. Description. Like most activities, high schools have limited funds.

There are many things that schools would like to do but simply do not have the money. Such things as films and professionally prepared publications are too expensive for one or even a group of schools to afford.

2. Discussion of the Problem/Situation. A major problem in high schools today is the lack of direction and motivation on the part of many students.

This stems from a lack of knowledge and understanding of what the real world is like. Some students proceed listlessly through high school and on to college only to drop out after a semester or a year because they don't know what they want to do and don't know what is available. Many students never realize their maximum potential because they are not challenged and don't know how to challenge themselves. Guidance counselors and coaches try to direct and motivate their students but lacking good means of communications frequently fail. A unique advertising and image building opportunity exists for an organization that can fill this void.

3. Findings. The study group examined two programs developed by CMI Films, Inc.

-- The National Varsity Club (NVC) has, for the past several years, supplied high school athletic departments with motivational and skill building materials. The program has the full support of the President's Council on Physical Fitness and Sports which approves all material prior to distribution. Presently, over 12,000 high schools with a male

enrollment of nearly 7,000,000 are members of NVC. In November 1971, the Army became a National booster of NVC. Army sponsorship, amounting to \$1,600,000 in advertising funds, enabled NVC to expand its program greatly. During the 1972-73 school year, member schools will receive the following materials free or on free loan:

- + Twenty-nine motivational and skill building films in full color featuring some of the top athletes of the country.

- + A comprehensive athletic activities planning book and guide which includes information on Army career opportunities.

- + Motivational and conditioning booklets and posters for each boy in the member school.

- + A monthly leadership newsletter and planning guide for each boy.

- + Numerous other instructional and motivational items to assist athletic directors and coaches.

Response to the NVC program has been overwhelmingly positive.

-- The Career Curriculum Application (CCA) Program is a new initiative designed to help students understand how the subjects taught in school apply to future career opportunities. It would be directed at NVC member schools plus junior colleges and technical and vocational schools and operate similar to the NVC. Program materials -- films, student booklets, posters, teaching guides, newsletters, etc. -- would be oriented around specific school subjects selected to match the skill requirements of the sponsor. A saturation program covering 20,000 schools with nearly 10,000,000 male students would cost the sponsor approximately \$2,000,000. The CCA Program offers an excellent

opportunity to influence a very large group of potential enlistees by providing badly needed information and motivation materials to career and guidance counselors. It should be supported.

4. Action Recommendations.

-- The Army should continue its sponsorship of NVC and increase the number of participating schools to the maximum extent possible.

-- Assistant Secretary of Defense (M&RA) should consider supporting the CCA program as an All-Volunteer Force effort on behalf of all Services with funding provided by OSD or on a pro-rata basis by the Services

# **SOLICIT THE COOPERATION OF PROFESSIONAL EDUCATION ORGANIZATIONS WITH ARMED FORCES RECRUITING ACTIVITIES**

Note: Although Task Order #10 assigned this area for examination by the Central All-Volunteer Force Task Force, some negotiations had already started between DASD (Manpower Research and Utilization) and certain professional education organizations such as the National Education Association. So as not to duplicate effort, the Study Group received instructions not to contact professional education organizations to solicit their cooperation. However, the Study Group observes that professional education organizations are doing very little to assist Armed Forces recruiting activities.

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Strong backing of the President's All-Volunteer Force objectives by professional education organizations and their active cooperation with military recruiting could significantly improve and expand the recruiting market, particularly in high schools which do not now encourage students to consider service in the Armed Forces. Hence, the Study Group recommends that ASD(M&RA) seek quickly to develop active cooperative arrangements with professional education organizations for supporting military recruiting activities.

## EXPAND MILITARY PROGRAMS AIMED AT YOUNG PEOPLE

1. Description. At present, military oriented programs available to young people below military age are limited. Expansion of these programs would expose many more young men and women to information about the Armed Forces and could increase future enlistments significantly.

2. Discussion of the Problem/Situation. There are three programs open to youth below age 17 -- Junior Reserve Officer Training Corps (JROTC) units in high schools, Sea Cadet Corps, and Civil Air Patrol. The following table shows current participation in these programs.

<u>Program</u>	<u>Units</u>	<u>Enrollment</u>
JROTC	1,082	145,500
Army	(630)	(94,000)
Navy	(175)	(21,500)
Marine Corps	(42)	(5,000)
Air Force	(235)	(25,000)
Sea Cadet Corps	N/A	4,500
Civil Air Patrol	N/A	<u>35,000</u>
Total		185,000

There are more than 20,000 high schools in the United States with a total enrollment of approximately 18,000,000. Clearly, the opportunity does not exist for most youth to participate in a military program and current enrollment is only one percent of the high school population. Several factors limit expansion of these programs.

-- The number of JROTC units is limited by law to 1,200; however, Navy is sponsoring legislation to increase the authorization to 1,800.

-- Current budget for JROTC of \$15 million will not permit expansion beyond 1,200 units.

-- Expenditure of appropriated funds for programs other than JROTC is restricted by law.

3. Findings. The Study Group found clear indications that participation in a military program frequently leads to enlistment in one of the Armed Services.

-- An Air Force survey determined that 29 percent of JROTC cadets enrolled during the 1969-1970 school year had subsequently enlisted and 26 percent of the 1970-1971 cadets had enlisted.

-- During July, 1972, Navy gathered data on the number of enlistees who had been JROTC cadets. Over 20 percent had some JROTC experience and another 6 percent attended schools where JROTC was offered, but had not participated.

-- Navy reports that more than 1,000 former Sea Cadets enlisted in one of the Services in the three year period 1968-1970.

Discussions with high school administrators and JROTC instructors indicate that the presence of a JROTC unit at a school is highly beneficial. These officials report lower rates of delinquency and drop-out among cadets and for the entire student body. They also report better standards of dress and personal appearance as compared with non-JROTC high schools.

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Restrictions on using appropriated funds have severely hampered the Sea Cadet program with most of the support being provided by the Navy League. Air Force has interpreted these restrictions more liberally and does provide some appropriated fund support for the Civil Air Patrol.

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4. Action Recommendations.

-- Assistant Secretary of Defense (M&RA) should support legislation to increase the authorized number of JROTC units to 1,800 during the current fiscal year and form a joint working committee to determine realistic expansion goals for the future.

-- Director of Manpower Research, OASD(M&RA) should sponsor research to document the beneficial effects of JROTC units to high schools.

-- The Services should establish procedures for determining what percentage of JROTC cadets subsequently enlist and what percentage of enlistees have had JROTC experience or have attended high schools that had a JROTC unit.

-- Navy and Air Force should sponsor legislation to eliminate restrictions on the use of appropriated funds to support youth oriented programs.

-- Army and Marine Corps should consider establishing their own youth oriented programs similar to the Sea Cadets or Civil Air Patrol.

-- All Services should increase the number of JROTC units to the present legal limit and plan for further expansion when authority is obtained.

## IMPROVE HIGH SCHOOL NEWS SERVICE REPORT

1. Description. At present, DOD furnishes news on opportunities in the Armed Forces to approximately 21,000 high schools and 2,000 other schools through the High School News Service Report. The Navy is responsible for preparing, printing, and distributing the Report. U.S. Navy Printing and Publications Office, Great Lakes, carries out this mission on a small budget of \$39,500 in FY 1973. This covers the cost of the annual edition and six monthly supplements, each printed in 90,000 copies.

2. Discussion of the Problem/Situation. The High School News Service Report, if greatly improved, would be a very effective vehicle for informing the critical high school student market. The present Report:

-- Is unattractive in that an inadequate budget and other obstacles preclude publishing the Report in color, on high quality paper, and with sufficient pictures.

-- Does not reach a sufficient number of high schools. Twenty-one thousand out of a total of 28,000 high schools receive the Report. Some large schools are not included. Because it is considered a public affairs publication, it cannot be sent to schools unless the schools request copies.

-- It is not printed in enough copies. Ninety thousand copies are printed, which is only sufficient for three copies per school on the mailing list. This is equivalent, on the average, to one copy for each 200 high school students. This is far from adequate. No consideration is given to varying the distribution based on school size.

155 3. Findings. The Study Group has examined the back issues of the High School News Service Report and discussed problems with Navy officials who prepare the Report. We conclude that:

-- There is no single action office at OSD level which considers itself responsible for monitoring the High School News Service Report and insuring that it is adequately supported in the budget.

-- A Navy command, not directly concerned with and having little interest in recruiting, has responsibility for the Report.

-- The Report has \$39,500 allocated for operation in FY 1973. It is underfunded by over \$100,000.

-- Because the Report is treated as a public relations publication, restrictive rules on printing in color and distribution apply.

-- It does not reach enough schools.

-- Distribution is on a per school basis rather than a per student basis.

4. Action Recommendations. Assistant Secretary of Defense (M&RA) should:

-- Identify the Director of Procurement Policy, OASD(M&RA) as the responsible OSD official for improving the High School News Service Report.

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-- Once identified as the responsible OSD official, Director of Procurement Policy should:

+ Request the Navy to transfer responsibility for preparing, printing, and distributing the Report to the U.S. Navy Recruiting Command. Further, request the Navy to establish an advisory board, consisting of a member of each Service recruiting command or organization, to upgrade the Report and make it more useful in informing the critical high school market.

+ Assign Navy an end-FY 1973 goal of increasing the distribution of the Report to 25,000 schools (90 percent of all high schools plus 2,500 other schools). Further, request the Navy to develop a new distribution formula which considers school size and which increases the number of copies to a level of one per each 50 high school students -- about 360,000 copies for each edition.

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+ Increase the FY 73 budget for the Report to \$150,000 to cover the cost of additional copies printed in color on high quality paper with adequate illustrations.

+ Redesignate the Report as recruiting literature so it can be distributed without present restrictions.

## DISCONTINUE PUBLICATION OF 'IT'S YOUR CHOICE'

157 1. Description. For a number of years, DOD has produced a pamphlet titled "It's Your Choice." This publication describes briefly the enlistment options and officer programs available in both Active Forces and Reserve Components, including the Coast Guard. "It's Your Choice" is under the staff supervision of the Deputy Assistant Secretary (Reserve Affairs), OASD(M&RA). Navy is responsible for printing. Distribution has gone principally to draft boards and Armed Forces Examining and Entrance Stations (AFEES).

2. Discussion of the Problem/Situation. The Study Group examined "It's Your Choice" and discussed content, publication, and distribution problems with Defense and Navy officials responsible for producing and distributing the pamphlet. These inquiries revealed that:

-- The present publication is colorless and unattractive. It contains outdated and, in some cases, erroneous information.

-- Well over a million copies are published each year. Most are distributed to draft boards and AFEES where they are neither in demand nor used extensively. Distribution to schools, guidance counselors, employment offices, individuals, etc., is in response to requests only.

-- The Deputy Assistant Secretary (Reserve Affairs), OASD(M&RA), is revising "It's Your Choice."

-- Annually, \$75,000 is provided in the Navy budget for printing. Responsibility for distribution other than to Selective Service System is essentially unfixed.

-- Present plans are to revise and update "It's Your Choice" --  
to include the use of color and professional assistance in layout --  
and publish as many copies as the \$75,000 budget will allow some time  
after the first of the year. Inputs to update the publication were  
requested in July 1972. To date, only Army and Air Force have responded.

3. Findings. As a result of its investigation, the Study Group concludes:

-- The present version of "It's Your Choice" is out of date,  
unattractive, and essentially useless.

-- When revised in accordance with present plans, "It's Your Choice" will still contain much the same information as the revised High School News Service Report. Both would be distributed next year at about the same time and targeted at the same audience.

-- Distribution is ill-defined and not properly targeted in an all-volunteer environment.

-- Staff responsibility is misplaced.

The Study Group considered two courses of action:

-- Transfer staff responsibility to the Director of Procurement Policy, OASD(M&RA); modify the present plan to produce an even more attractive, colorful, and useful pamphlet; refocus distribution to high schools; and provide the additional funds above \$75,000 required.

-- Discontinue publication and use money saved to improve and expand distribution of the High School News Service Report.

4. Action Recommendation. Discontinue publication of "It's Your Choice" and transfer the funds to the High School News Service Report.

## INCREASE COOPERATIVE RELATIONSHIPS WITH YOUTH ORIENTED ORGANIZATIONS SUCH AS THE BOY SCOUTS OF AMERICA

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1. Description. While the Military Services, particularly at the local installation level, cooperate with youth oriented organizations such as the Boy Scouts of America, including its Exploring Division, opportunities for and advantages from increased cooperative relationships exist.

2. Discussion of the Problem/Situation. The Gilbert Youth Survey<sup>1/</sup> shows that the proportion of young males favorably inclined toward enlistment under no draft conditions declines with increasing age.

### Likelihood of Enlistment for Active Service as a Regular

(November 1971 Data)

	<u>Definitely Enlist</u> <u>%</u>	<u>Probably Enlist</u> <u>%</u>
Entire 16-21 Year Old Sample	3	9
16-17 Year Old Group	6	14
18-19 Year Old Group	2	6
20-21 Year Old Group	1	4

These data suggest that younger males would be more receptive to information concerning opportunities, challenges, and conditions in the Military Services than older ones.

<sup>1/</sup> Attitudes of Youth Toward Military Service, April 1972, Gilbert Youth Research, Inc.

Armed Forces public information and recruiting officials are aware of the opportunities for and advantages of cooperative assistance to youth oriented organizations. However, the Study Group hypothesized that the Military Services might not be deriving maximum possible benefit from their relationships with youth oriented organizations. Therefore, the Study Group contacted the Director, Washington Bureau, Boy Scouts of America and the Assistant Director of the Exploring Division.

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### 3. Findings.

-- Both officials of the Boy Scouts of America lauded the Armed Forces for their long and extensive cooperation and assistance.

-- The officials were most anxious to increase and intensify contact at local and national levels between the Boy Scouts and the Armed Forces.

-- The Assistant Director of the Exploring Division stated that the Exploring Program was in the process of being completely reoriented toward informing Explorers of career opportunities and preparing young men for entry into various career fields. Hence, the Exploring Division is anxious to participate with the Military Services in activities that would describe Military Service and career opportunities to young men in the Exploring Program.

-- The Director, Washington Bureau, described Public Law 92-249 (attached), approved on March 10, 1972, which authorizes the Secretary of Defense to assist the Boy Scouts of America in staging any national or World Boy Scout Jamboree. He suggested that the Boy Scouts of

America are interested in setting aside one day during the spring 1973 Boy Scout Jamboree as Armed Forces Day. On that day, the Armed Forces might, through demonstrations, displays, ceremonies, etc., stimulate patriotism among the participants and inform them of the opportunities, challenges, and benefits of later military service.

4. Action Recommendations. Assistant Secretary of Defense (M&RA)

should:

-- Designate an official to follow up, in coordination with OASD(PA), the contact made by the Study Group with the Boy Scouts of America.

-- Stimulate increased cooperation by the Military Services with youth oriented organizations.



Public Law 92-249  
92nd Congress, H. R. 11738  
March 10, 1972

## An Act

86 STAT. 62

To amend title 10, United States Code, to authorize the Secretary of Defense to lend certain equipment and to provide transportation and other services to the Boy Scouts of America in connection with Boy Scout Jamborees, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That chapter 151 of title 10, United States Code, is amended by adding the following new section, and a corresponding item in the analysis.

### “§ 2544. Equipment and other services: Boy Scout Jamborees

“(a) The Secretary of Defense is hereby authorized, under such regulations as he may prescribe, to lend to the Boy Scouts of America, for the use and accommodation of Scouts, Scouters, and officials who attend any national or world Boy Scout Jamboree, such cots, blankets, commissary equipment, flags, refrigerators, and other equipment and without reimbursement, furnish services and expendable medical supplies, as may be necessary or useful to the extent that items are in stock and items or services are available.

“(b) Such equipment is authorized to be delivered at such time prior to the holding of any national or world Boy Scout Jamboree, and to be returned at such time after the close of any such jamboree, as may be agreed upon by the Secretary of Defense and the Boy Scouts of America. No expense shall be incurred by the United States Government for the delivery, return, rehabilitation, or replacement of such equipment.

“(c) The Secretary of Defense, before delivering such property, shall take from the Boy Scouts of America, good and sufficient bond for the safe return of such property in good order and condition, and the whole without expense to the United States.

“(d) The Secretary of Defense is hereby authorized under such regulations as he may prescribe, to provide, without expense to the United States Government, transportation from the United States or military commands overseas, and return, on vessels of the Military Sealift Command or aircraft of the Military Airlift Command for (1) those Boy Scouts, Scouters, and officials certified by the Boy Scouts of America, as representing the Boy Scouts of America at any national or world Boy Scout Jamboree, and (2) the equipment and property of such Boy Scouts, Scouters, and officials and the property loaned to the Boy Scouts of America, by the Secretary of Defense pursuant to this section to the extent that such transportation will not interfere with the requirements of military operations.

“(e) Before furnishing any transportation under subsection (d), the Secretary of Defense shall take from the Boy Scouts of America, a good and sufficient bond for the reimbursement to the United States by the Boy Scouts of America, of the actual costs of transportation furnished under this section.

“(f) Amounts paid to the United States to reimburse it for expenses incurred under subsection (b) and for the actual costs of transportation furnished under subsection (d) shall be credited to the current applicable appropriations or funds to which such expenses and costs were charged and shall be available for the same purposes as such appropriations or funds.

Boy Scout  
Jamborees.  
Equipment and  
services, loans.  
70A Stat. 142.  
10 USC 2541.

Bond.

Transportation  
services.

Bond.

Reimbursement.

162

Inclosure 1

111 a

"(g) Other departments of the Federal Government are authorized, under such regulations as may be prescribed by the Secretary thereof, to provide to the Boy Scouts of America, equipment and other services, under the same conditions and restrictions prescribed in the preceding subsections for the Secretary of Defense."

Approved March 10, 1972.

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LEGISLATIVE HISTORY:

HOUSE REPORT No. 92-670 (Comm. on Armed Services).

SENATE REPORT No. 92-631 (Comm. on Armed Services).

CONGRESSIONAL RECORD:

Vol. 117 (1971): Dec. 6, considered and passed House.

Vol. 118 (1972): Feb. 21, considered and passed Senate.

1116

## DEVELOP CLOSER TIES WITH STATE EMPLOYMENT AGENCIES

1. Description. A large pool of unused or under-used manpower is under the jurisdiction of the State Employment Agencies of the 50 states. For example, in 1971, the California State Employment Service, which has over 300 offices and 13,000 employees, registered 235,687 youths between the ages of 16 and 21. Jobs were found for 51,462; none for 184,225. While a portion of this group may not be qualified for military service, the group represents an attractive and potential source of volunteers, both male and female.

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2. Discussion of the Problem/Situation. At present, some recruiters from all Services keep close contacts with State Employment Agencies in their local recruiting areas. Some, but not all, local employment offices assist by:

- Referring likely prospects to Service recruiters.
- Providing lists of young men and women seeking employment.
- Allowing recruiters to advertise enlistment opportunities through posters, pamphlets and other material.

However, most State Employment Services have no formal program, nor make any serious organized attempts to assist the military recruiting effort.

3. Findings. A potential pool of possible volunteers, young men and women searching for jobs, is probably not being adequately tapped.

The Study Group examined several possible means for determining the size and quality of the pool and then tapping it to a greater extent. It selected the following approach as being quickest and simplest.

165 -- Determine the total number of youths in a small sample of states (two to four) registered with the State Employment Agencies. Through physical and mental testing of a sample of registrants, determine the percent who meet military enlistment standards.

-- Determine the percentage of unemployed youths in the same small sample of states currently being referred to military recruiters by State Employment Agencies.

-- Examine the barriers which exist in each of the states selected which limit activity by the Employment Agencies in referring youth seeking jobs to military recruiters. These barriers may result from policies of either State Employment Agencies or Service Recruiting Commands.

-- Through a pilot test, determine the extent to which the barriers can be removed or modified and the percentage of eligibles referred to military recruiters can be increased.

#### 4. Action Recommendations.

-- Director of Manpower Research, OASD(M&RA) should initiate a research project designed along the lines described above. An unsolicited proposal generally directed at accomplishing the tasks described has been received by the Study Group from the Mentor's Company, Sacramento, California.

3

-- In the interim, each Service Recruiting Command should examine rapidly ways for increasing contacts with local offices of State Employment Agencies which are willing to cooperate.

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## PROVIDE 'SALES KITS' TO RECRUITERS

1. Description. Salesmen normally have some type of "sales kit" for use in making a sale. Recruiters have them, but they are homemade and differ widely among recruiters.

167 2. Discussion of the Problem/Situation. A typical homemade recruiter sales kit consists of a three-ring binder containing pertinent extracts from Service recruiting regulations, selected advertising brochures, information letters on enlistment options, newspaper clippings about recent enlistees from the community, some form of pay table, etc.

Recruiters feel comfortable with their own "sales kit" and believe they are effective. The Study Group questions their effectiveness.

3. Findings. The Study Group examined a number of homemade recruiter "sales kits" and found they were deficient in:

-- Helping the recruiter in presenting a logical, rational sales talk leading to a "close," i.e., an enlistment commitment.

-- Providing answers to typical questions prospects ask about Service life and benefits.

-- Showing the changes that have taken place in the Services -- much higher pay, attractive enlistment options, improved living conditions, better training, etc. -- in the transition to an All-Volunteer Force.

-- Giving the impression that the Military Services are highly professional organizations.

The Study Group contacted several sales oriented corporations to find out their opinions on the importance of "sales kits." Each one

indicated that high quality sales kits prepared by experts are essential. The corporations teach the use of their sales kits in sales training courses and require salesmen to use them on the job.

4. Action Recommendation. The Services should consider developing professional, standardized sales kits for their recruiters and require recruiters to use them.

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## TEST ARMED FORCES INFORMATION CENTER CONCEPT

1. Description. Youth surveys show that many young people are not aware of present life, opportunities, and challenges in the Armed Forces.

Information is available from military recruiters; but, many young people hesitate to expose themselves to recruiters.

2. Discussion of the Problem/Situation. The Gilbert Youth Research survey of young (16-21 year old) males conducted in June 1972 shows that youth exposure to the Armed Forces is incomplete:

### Youth Exposure to Armed Forces

	<u>Percent of Respondents Reporting Exposure</u>
Ever received mailed recruiting literature	59%
Ever visited a military installation	41%
Ever came in contact with a recruiter	51%

By increasing the number of young people exposed to the Armed Forces in any way, the recruiting market would automatically be broadened.

3. Findings. The Study Group considered a wide variety of possible ways to increase exposure of youth to present life, opportunities, and challenges in the Armed Forces. Some of the measures for increasing exposure through advertising, having Services work with youth oriented groups, etc. are discussed elsewhere in this report. One attractive possibility would be to establish permanent Armed Forces Information Centers in major population centers and use mobile Armed Forces Information Centers to cover other areas.

The Study Group discussed the concept of permanent and mobile information centers with Service advertising agencies. Each of four agencies contacted agreed that the concept had merit and should be tested.

The outline of a prototype permanent information center developed from these discussions. As visualized the center would:

- Be located in an attractive building, readily accessible, and in a high traffic area.
- Feature highly informative, eye-appealing information and displays.
- Contain an automated data inquiry system which would provide answers to questions on pay, benefits, job opportunities, assignments available, etc.
- Be staffed by a relatively young male and female receptionists who would not recruit but could make referrals. Receptionists perhaps would be former servicemen and women or would wear civilian clothes.
- Above all be modern, innovative, and exciting.

4. Action Recommendation. Assistant Secretary of Defense (M&RA) should designate one Service to establish and test the permanent Armed Forces Information Center concept. Another Service should be designated to design and test the mobile Armed Forces Information Center concept.

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**OTHER MEASURES FOR  
EXPANDING THE MARKET  
OR REDUCING  
RECRUITING REQUIREMENTS**

## SEEK APPROVAL OF THE UNIFORMED SERVICES SPECIAL PAY ACT OF 1972

175  
1. Description. The Uniformed Services Special Pay Act (USSPA) of 1972, as passed by the House of Representatives, contains a number of provisions which would be extremely useful in broadening and expanding the recruiting market.

2. Discussion of the Problem/Situation. The USSPA, if passed by the Senate and approved by the President, would authorize:

-- Broad use of enlistment bonuses of up to \$3,000 which would be variable for skills in short supply or for longer enlistments.

-- Guard and Reserve enlistment and reenlistment bonuses.

-- Medical special pay or bonuses.

-- Bonuses for officers with selected specialties.

-- Selective reenlistment bonuses of up to \$15,000.

3. Findings. The Study Group did not undertake a new study of the USSPA but instead took note of previous studies which led to the development of the USSPA and have been used to support its enactment. Authority provided by the USSPA, which would be particularly useful in broadening the recruiting market, includes:

-- Enlistment Bonuses. Used properly, enlistment bonuses could both increase supply for certain hard to fill skills and expand overall manpower supply.

-- Medical Bonuses. These could help eliminate predicted shortages of medical doctors and dentists. This, however, is the subject of a separate study by the Central All-Volunteer Force Task Force.

-- Officer Bonuses. Because officer supply was not considered a serious problem, the Study Group did not consider measures for broadening the recruiting market for officers.

-- Reenlistment Bonuses. More flexible and attractive reenlistment bonuses provided ought to improve reenlistment rates, particularly at the end of first terms of service, with the resulting decrease in new accession requirements. In addition, reenlistment bonuses have some influence on the attractiveness of military service as a career for some young people.

-- Guard and Reserve Enlistment and Reenlistment Bonuses. These should increase the supply of volunteers for Reserve Components. Because a proportion of people entering the Guard or Reserves later join the Active Forces, these bonuses will have a modest influence on manpower supply for the Active Forces.

The Study Group also noted that the Assistant Secretary of Defense (M&RA) has been leading the Administration's efforts to obtain favorable action by Congress on the USSPA.

4. Action Recommendations. The Assistant Secretary of Defense (M&RA) should continue his efforts to obtain favorable action by Congress on the USSPA because of its potential for broadening the recruiting market.

## OFFER AND ADVERTISE GUARANTEED ON-DUTY EDUCATION TO INCREASE AND LENGTHEN ENLISTMENTS

1. Description. Although many young people today have strong desires to seek more education, Armed Forces recruiting is not aimed specifically at accommodating these drives.

177 2. Discussion of the Problem/Situation. Surveys of youth attitudes toward military service reveal that the desire to complete or further one's education is very strong.<sup>1/</sup> High percentages of young men interviewed indicate they would be more inclined to enlist in return for guaranteed additional paid-for education either during their service or after discharge. This high interest in education suggests that more young men would enlist for guaranteed educational benefits and that a significant number would choose longer terms of enlistment in return for guaranteed on-duty education.

Currently about 30 percent of men enlisting in the Armed Services have not completed high school. Only a few have had college experience. Most of the non-high school graduates will earn a high school GED equivalency while they are in service but will be required to do so during largely off-duty time. Many high school graduates will start

<sup>1/</sup> Attitudes of Youth Towards Military Service, April 1972, Gilbert Youth Research, Inc.  
Attitudes and Motivations of Young Men Toward Enlisting in the U.S. Army, 1971, Opinion Research Corporation.  
Young Men Look at Military Service, 1970, University of Michigan, Institute for Social Research.

their college education while in service. They too will do so mostly on their own time.

3. Findings. The Study Group, mindful of the concern of many young people that they must achieve their educational goals, examined current in-service educational programs and the extent to which recruiters and recruiting advertising use these programs to attract volunteers. It found that:

-- DOD policies encourage allowing servicemen and women to further their education. A wide variety of DOD programs support these policies. There is no prohibition to using guaranteed educational benefits as inducements for enlistment or to permitting service members to pursue educational goals on duty time if practicable.

-- All Services make a major effort to allow members to further their education. But, this is not generally known to prospective enlistees and is not often used by recruiters as an inducement to volunteer. Except for a few experimental programs, additional education in service must be pursued by servicemen and women during off-duty time.

-- A guarantee that an enlistee who had not completed high school would be given free on-duty instruction to obtain a high school diploma or its equivalent would result in increased numbers of enlistments.

-- A further guarantee that any enlistee would be given on-duty time and full tuition support to complete one year of college work in return for a four instead of a three year enlistment would likely increase overall enlistments and certainly increase the proportion of four-year enlistments, with the attendant benefits and savings of longer enlistments.

-- The major education benefit derived from military service is educational assistance after discharge under the G.I. Bill. Recent changes in the law increased this assistance significantly. A single veteran will now receive \$220 per month while in school; a married veteran with three dependents will receive \$316 per month. Unfortunately, many prospective enlistees are not fully aware of this attractive benefit. Few realize that upon completing a three-year enlistment a single veteran is entitled to a minimum of \$7,920 in educational assistance or a married veteran with three dependents to a minimum of \$11,376.

#### 4. Action Recommendations.

-- The Services should consider offering guaranteed on-duty education to increase enlistments and lengthen the average term of enlistment.

-- The Services should advertise more aggressively the educational assistance available to veterans including the actual dollar value of this assistance.

-- The Services should instruct recruiters how they can use educational benefits and opportunities more effectively in their recruiting activities. This will require that recruiters be kept fully informed of current in-service educational programs and benefits.

-- Assistant Secretary of Defense (M&RA) should encourage expansion of on-duty education programs throughout DOD.

-- Assistant Secretary of Defense (M&RA) should request one or more Services to conduct an experiment of the impact on enlistments of associating guaranteed educational benefits with enlistment options.

# IMPLEMENT AN IMPROVED, INTEGRATED CONCEPT FOR CAREER TRAINING AND EDUCATION IN THE ARMED FORCES

1. Description. Up until very recently little attention had been given to the need for a clear, integrated concept for career training and education in the Armed Forces, except for officers, as a means for improving attractiveness of military service and performance of people in service. As a result of the transition to an All-Volunteer Force, OASD(M&RA) has developed a proposed concept.

2. Discussion of the Problem/Situation. The need to attract voluntarily large numbers of qualified young men and women into an All-Volunteer Force has led the Services in their recruiting to encourage young people to see military service as an avenue, and not as an alternative, to their personal and educational development.

This is consistent with the emerging body of research on life stages of vocational development. Daniel Levinson at Yale defines the period from 20 to 25 years of age in a person's life as "getting into the adult world." Here the young individual is more out of the parental family than in it and is actively forming an adult way of life in relation to jobs and setting up a family of his own. Young people seek to get away from dependency upon the parental domicile, strive to be self-supporting, yet lack the confidence and skills to make that happen. For some, college is a means of transition. For others, the Armed Forces are a feasible, acceptable, and relatively painless way to get away from home, earn a respectable amount of money, and learn a skill. The young

person gets a complete change in circumstances and some influence over what happens without having to be completely responsible for everything.

So long as the Armed Forces use this situation to attract recruits, it behooves the Armed Forces to do the best job possible to provide its members ample opportunities for career training and educational development.

18) 3. Findings. Because of the trend in military recruiting of encouraging young people to see military service as an avenue, and not as an alternative, to the personal and educational development, the Study Group decided it was necessary to determine if adequate attention was being given to backing up the recruiting message by positive action to improve career training and education in the Armed Forces. In its investigation, the Study Group found that the Director of Training Programs, OASD(M&RA), has prepared a comprehensive, innovative concept for career training and education. Although the concept is still in its formative stage, it appears that it would have the following attractive features:

- Provide added positive support to the All-Volunteer Force program by establishing a quality system for training and education with a powerful resulting influence on retention.

- Attract quality personnel who would see in the established program a real means to achieve career objectives. The paths would be evident and the training and education programs clear-cut.

- Create a more meaningful personnel management system. For the first time a career counselor would be present at all critical points in the service person's career.

-- Provide a new career system which can be fitted into the career education programs being developed in the high school.

-- Give the recruiter more basis for discussing career opportunities with prospective enlistees, especially those needed for leadership and technical positions.

-- Involve the community more completely in military activities from pre-entry interest in career education, through community and domestic action programs, to employer interest in the well trained product of military service.

-- Afford the commander and senior NCO's a new basis of communication with members of their organization by linking their mission needs with the career aims of their men and women in a team effort.

-- Eliminate the randomness of many current educational pursuits by channeling all pursuits within a meaningful career system.

4. Action Recommendations. ASD(M&RA) should encourage the further development and early implementation of an improved, integrated concept for career training and education in the Armed Forces along the lines suggested by the Director of Training Programs.

## INCREASE USE OF MILITARY WOMEN

182 1. Description. For each additional woman used in military service, one less man has to be recruited. Hence, if the supply of military women is more expandable than the supply of military men, then more women should be recruited if necessary to meet All-Volunteer Force objectives so long as overall effectiveness is not lowered. Of course, there are other reasons suggesting increased use of military women.

2. Discussion of the Problem/Situation. A study of the use of military women in an All-Volunteer Force environment is being conducted by the Central All-Volunteer Force Task Force. Therefore, the Study Group did not make a separate analysis or investigate the use of military women except to review the yet incomplete work of the Task Force. Because some of the tentative findings and recommendations of the Task Force study offer means for expanding the recruiting market, they are listed in this study.

3. Findings. Tentative findings of the Central All-Volunteer Force Task Force study on use of military women include:

-- The use of military women in the Armed Forces is increasing.

Recruiting Enlisted Military Women

	<u>Accomplished in FY 1972</u>	<u>FY 1973 Goal</u>	<u>FY 1974 Goal</u>
Army	5,900	9,500	12,000
Navy	2,300	5,000	8,000
Marine Corps	1,200	1,200	1,300
Air Force	<u>4,300</u>	<u>6,000</u>	<u>7,000</u>
DOD Total	13,700	21,700	28,300

-- The Services have greatly expanded the occupational fields in which women are allowed to serve.

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Career Fields Open to Women  
(Enlisted)

	<u>Percent of Total</u>	
	<u>Mid-1971</u>	<u>At Present</u>
Army	39%	89%
Navy	24%	96%
Marine Corps	36%	Under Review
Air Force	51%	98%

-- At present, the input of women into the Armed Forces is limited by availability of training and other facilities, not by recruiting capability.

Present Capacity to Train Women Recruits

	<u>Women Recruits/Month</u>
Army	1000
Navy	500
Marine Corps	200
Air Force	<u>600</u>
DOD Total	2300

185 -- Higher turnover costs for women appear to be offset by lower dependency and support costs, thus making women an economically desirable replacement for men.

-- There is a supply in excess of one million young, single, qualified women not in school from which the Armed Forces can draw.

-- Surveys show that this group has limited knowledge of military service and opportunities for women in the Armed Forces.

-- More stringent enlistment requirements and criteria for women than men in regard to age, marital status, number of dependents, education, moral standards, mental test scores, and physical standards limit the supply of women for the Armed Forces and impede recruiting women.

-- Married women and husband and wife teams are not actively sought.

4. Action Recommendations. The following tentative recommendations from the Task Force study on use of military women apply to expanding the recruiting market.

-- Assistant Secretary of Defense (M&RA) should consider raising the goal of recruiting 28,300 women in FY 1974 to at least 40,000.

-- Assistant Secretary of Defense (M&RA) should request the Services to bring enlistment requirements and criteria for women in line with those for men in regard to age, marital status, number of dependents, education, moral standards, mental test scores, and physical standards.

-- The Services should initiate broad advertising campaigns in conjunction with other recruiting advertising to increase knowledge among potential women volunteers of military service and opportunities for women in the Armed Forces.

-- Assistant Secretary of Defense (M&RA) should consider initiating a DOD-wide advertising effort to describe changing roles of military women in the Armed Forces.

-- The Services should expand recruiting of married women and husband and wife teams.

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## SUBSTITUTE CIVILIANS FOR MILITARY PERSONNEL

187 1. Description. For each additional civilian used in the Military Services, at least one less military person has to be recruited. Hence, if the supply of civilians for jobs in the Armed Forces is more expandable than the supply of military manpower, then more civilians should be substituted where feasible to help meet All-Volunteer Force objectives. Of course, there are many other factors which must be considered in substituting civilians for military personnel.

2. Discussion of the Problem/Situation. A study on Civilian Substitution has been conducted by the Central All-Volunteer Force Task Force.<sup>1/</sup> Therefore, the Study Group did not make a separate analysis or investigate civilian substitution except to review the work of the Task Force. Because some of the findings and recommendations of the Task Force study offer means for effectively expanding the recruiting market, they are listed in this study.

3. Findings. Applicable findings of the Civilian Substitution study are:

-- Army, Navy and Marine Corps calculations of civilianization potential are reasonable but that Air Force submission greatly underestimates civilianization potential. Thus, the 102,862 figure represents a lower bound of the number of military spaces that could be civilianized.

<sup>1/</sup> Civilian Substitution (A Report on Substitution of Civilians for Military Personnel in the Armed Forces), Central All-Volunteer Force Task Force, October 1972.

-- The contingency plans submitted by the Services are reasonable and feasible.

-- Cost savings accrued from conversion of military to civilian spaces, under the assumptions used in the study, would be approximately \$3,000 per year per space converted. Budget saving would be somewhat less.

-- A high of 70,000 and a low of 35,000 would be reasonable as an initial objective for civilianization by end-FY 1974.

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4. Action Recommendations. The Study Group supports the following recommendations which were made in the Civilianization Substitution study:

-- That the maximum potential for civilian substitution of 102,862 determined by the Services not be considered as the theoretical maximum since Service estimates, especially the Air Force, appear low.

-- That the high (civilianize 70,000 military spaces in six quarters) and low (civilianize 35,000 military spaces in six quarters) plans be considered feasible contingency plans which can be executed to help achieve All-Volunteer Force objectives if necessary.

-- That the Assistant Secretary of Defense (Manpower and Reserve Affairs) recommend to the Secretary of Defense that the low (35,000) plan be executed by not later than end-FY 1974 because of cost savings and other considerations.

## MODIFY QUALITY REQUIREMENTS

1. Description. If quality requirements and standards for entry into military service are relaxed, the recruiting market is automatically broadened.

2. Discussion of the Problem/Situation. A study on Qualitative Accession Requirements has been conducted by the Central All-Volunteer Force Task Force.<sup>1/</sup> Therefore, the Study Group did not make a separate analysis or investigate modifying quality standards except to review the work of the Task Force. Because some of the findings and recommendations of the Task Force study offer means for effectively broadening or expanding the recruiting market, they are listed in this study.

3. Findings. Applicable findings of the Qualitative Accession Requirements study are:

-- There is considerable variation in qualifying scores on aptitude tests that each Service requires for entry into similar occupations. In most instances the Army requires the lowest scores. The differences in qualifying scores affect the Service views as to the quality they need for incoming personnel.

-- All Services state quality requirements for accessions in excess of those necessary to fill jobs adequately and provide for career

<sup>1/</sup> Qualitative Accession Requirements (A Report of the Qualitative Accession Needs of the Military Services), Central All-Volunteer Force Task Force, October 1972.

progression. Army overstates its requirements the least; Air Force overstates its requirements the most.

-- Acceptable minimum quality requirements for accessions (male and female NPS) in FY 1973 and FY 1974 are within the ranges shown on the tables below. These distributions provide the needed quality for entry jobs and career progression.

Table I

Service Quality Requirements

FY 1973 Accessions

AFQT Mental Categories	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u> Low
I & II	22% - 21%	33% - 24%	31% - 22%	35% - 26%
III	57% - 58%	55% - 59%	53% - 56%	54% - 58%
IV	<u>21% - 21%</u>	<u>12% - 17%</u>	<u>16% - 22%</u>	<u>11% - 16%</u>
Total	100%	100%	100%	100%

Table II

Service Quality Requirements

FY 1974 Accessions

AFQT Mental Categories	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
I & II	23% - 22%	34% - 25%	31% - 23%	36% - 26%
III	57% - 58%	56% - 59%	54% - 57%	54% - 58%
IV	<u>20% - 20%</u>	<u>10% - 16%</u>	<u>15% - 20%</u>	<u>10% - 16%</u>
Total	100%	100%	100%	100%

-- Research is being conducted by the Services on alternative measures of quality as substitutes for the Service aptitude tests. No feasible alternatives have been developed at this time. Continued research should be supported.

191 -- Use of a single interchangeable aptitude test, the Armed Services Vocational Aptitude Battery (ASVAB) would be more efficient and desirable for applicants and recruiters than continuing the present use of different aptitude tests for each Service. The ASVAB can be used for enlistment screening, assignment to training and the high school testing program. The use of a single test will also facilitate the comparison of quality needs across all Services and elimination of the wide variance in entry requirements for similar jobs.

4. Action Recommendations. The Study Group supports the following recommendations which were made in the Qualitative Accession Requirements study:

-- The range of quality requirements computed by the Task Force should be used as a criteria for judging whether the Services are facing a quality problem. These quality requirements are shown on Tables I and II. The low end of the range (right hand columns of the tables) should be considered minimum quality requirements.

-- The Services should be permitted to exceed the minimum quality requirements computed by the Task Force if they have the recruiting capability to attract better personnel. However, the Assistant Secretary of Defense (M&RA) should take cognizance of these minimum requirements when making decisions on using enlistment bonuses, increasing recruiting

and advertising resources, and allocating other resources aimed at improving quality for individual Services.

-- The Assistant Secretary of Defense (M&RA) should maintain the staff capability to periodically compute quality requirements compared to recruiting capability because the quality mix changes when accession goals and recruiting capability are revised.

-- The Assistant Secretary of Defense (M&RA) should instruct the Services to begin using the Armed Services Vocational Aptitude Test Battery (ASVAB) as their primary entrance and classification test by January 1, 1973 or soon thereafter. Additional tests may still be administered for selected occupational fields, e.g., infantry, radio code.

-- The Assistant Secretary of Defense (M&RA) should support accelerated research on tests which would replace or supplement the current aptitude tests.

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## SPEED UP PUBLICATION OF YOUTH SURVEY DATA

193 1. Description. The Department of Defense contracts with Gilbert Youth Research, Inc., to conduct semi-annual attitude surveys of the 16-21 year old male population of the United States. The survey results provide the most useful and comprehensive data available on youth attitudes toward military service.

2. Discussion of the Problem/Situation. Unfortunately, because of funding limitations and work scheduling problems, survey data collected has not been published in usable form until approximately six months later. During the interim, managers of the All-Volunteer Force program, recruiting command leaders, Service advertising agencies, and recruiters themselves are not able to use the most up-to-date information. For example, results of May and November 1971 surveys were not published until April 1972.<sup>1/</sup> Results of the June 1972 survey have not yet been published.

3. Findings. The Study Group reviewed the published results of the May and November 1971 surveys and a draft report covering the June 1972 survey as well and found that they contain much highly useful information pertinent to many aspects of the All-Volunteer Force program. Service advertising agencies indicated to the Study Group that they urgently need up-

<sup>1/</sup> Attitudes of Youth Toward Military Service: A Comparison of Results of National Surveys Conducted in May 1971 and November 1971. Report prepared by Human Resources Research Organization, April 1972.

to-date survey information for planning and conducting effective advertising. Hence, it is desirable to reduce substantially the delay between collection of survey data and publication of results in a form available to the many users of the information.

The Study Group noted that surveys conducted by Gilbert Youth Research, Inc., have not included women. As a result, adequate information on attitudes of young women toward military service, an increasingly important issue directly related to broadening the recruiting market, is not available.

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4. Action Recommendations. Director of Manpower Research, OASD(M&RA) should:

-- Revise the current method of analyzing and publishing results of surveys conducted by Gilbert Youth Research, Inc., to make data necessary for planning and operations available within 60 days after completion of a particular survey.

-- Consider expanding the Gilbert Youth Research, Inc., surveys to include sampling young women's attitudes toward military service.

## REGULARIZE REFERRAL OF APPLICANTS FOR ENLISTMENT FROM ONE SERVICE TO ANOTHER

195  
1. Description. At various times age limitations, minimum lengths of enlistment, mental qualifications, training opportunities, enlistment options, etc., differ among the Services. A prospective enlistee, perhaps qualified for some other Service, may be rejected by his first Service of choice. At present, there is no regular system of referring applicants for enlistment from one Service to another.

2. Discussion of the Problem/Situation. The situation described can result in lost enlistments for the Armed Forces. There should be a regularized system which all recruiters are required to follow for referring applicants.

3. Findings. The Study Group covered the subject of referral in its interviews with recruiters. It found that:

-- Many recruiters informally refer an applicant who does not qualify fully for the recruiter's Service or who is unable to obtain the school assignment, enlistment option, length of enlistment, etc., he or she desires to another Service.

-- However, recruiters from one Service frequently are unaware of requirements for enlistment in other Services.

-- In addition, some recruiters are reluctant to refer applicants to another Service hoping instead that their own Service's requirements may be relaxed or that the applicant may change his mind, make a higher test score upon being reexamined, or somehow become qualified in the future.

-- Whenever the Services establish monthly maximums on the percentage of mental category IV personnel who may be recruited, the chances of an otherwise qualified mental category IV applicant being turned down increase.

-- Recruiters feel no obligation to concern themselves about referring applicants to other Services. They consider themselves recruiters for their own Service, not recruiters for the Armed Forces.

4. Action Recommendation. Assistant Secretary of Defense (M&RA) should appoint a joint working group to develop a regularized referral system and implement it by a DOD Instruction.

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## RATIONALIZE NON-PRIOR SERVICE AGE LIMITS AMONG THE SERVICES

1. Description. The size of the recruiting market for new accessions is partially determined by the age limits established for enlistment.
2. Discussion of the Problem/Situation. Currently, the Services have different age limits for non-prior service enlistment as follows:

### Service Age Limits for Non-Prior Service Enlistment

	<u>Minimum</u>	<u>Maximum</u>
Army	17	34
Navy	17	30
Marine Corps	17	28
Air Force	18	27

3. Findings. The Study Group, noting these differences, made inquiries into the rationale for them. The Study Group, in interviewing recruiters also sought to determine the extent to which they worked with various age groups in seeking non-prior service enlistments.

-- Age limits for enlistment are more a carryover from past policies developed during a draft environment than a rational approach to recruiting marketing in a draft free environment. Navy, Air Force, and Marine Corps have no solid reasons for not accepting people to age 34 as Army currently does.

-- Interestingly, age limits for prior service personnel are quite different as shown below:

Service Age Limits for Prior Service Enlistment

	<u>Minimum</u>	<u>Maximum</u> <sup>1/</sup>
Army	17	60
Navy	17	63
Marine Corps	17	62
Air Force	18	57

1/ Dependent upon length of prior service, grade, retirement considerations, etc.

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-- Because many military jobs do not involve field duty or direct involvement in combat, it should be possible to accept a portion of new accessions from the 35-40 age group, or perhaps an even older group.

-- Many recruiters interviewed indicate that they give little emphasis to recruiting individuals near the upper end of permissible age limits. They also indicate that Service advertising does not often target this older group.

-- A substantial recruiting market exists in the 27-34 age group. It could be expanded by raising the age limit for certain occupational groups to 40.

4. Action Recommendations.

-- Assistant Secretary of Defense (M&RA) should request Navy, Air Force and Marine Corps to consider raising the age limit for non-prior service enlistments to 34 to be consistent with Army.

-- The Services should give more attention to recruiting from among the 27-34 age group and direct more advertising at this group.

-- The Services should consider raising the age limit for certain occupational groups to 40.

## STUDY OTHER POSSIBLE MEASURES FOR BROADENING THE RECRUITING MARKET

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1. Description. The Study Group, through recruiting experience of its members, field visits to recruiting schools and activities, meetings with officials of civilian firms engaged in sales and sales management, investigation into recruiting advertising, examination of past studies of recruiting, etc., has identified other possible measures for broadening the recruiting market. Some of the more encouraging and fruitful areas are described below. However, the Study Group did not have the time or research support to investigate each one.

-- Permit Easier Lateral Entry from Reserve Components into Active Forces. Reservists should be encouraged to join the Active Forces under favorable enlistment terms and promotion opportunities. Present procedures should be simplified and opportunities made more attractive.

-- Increase Exposure of Service Women. Greater visibility should be given women in military uniform. Participation in style shows, greater enrollment of women in Junior ROTC and college ROTC, use of female honor guards, and participation in other activities offering public exposure of military women in uniform should be encouraged.

-- Modernize Military Uniforms. Military uniforms have not kept pace with changing styles and do not make full use of vastly improved clothing materials. Although extensive changes in military uniforms are expensive, minor changes in headgear, footwear, insignia, optional items, etc., are

practicable. More attention should be given to improving the appearance, comfort, ease of maintenance, and utility of uniforms for enlisted men and women.

-- Make Greater Use of Mobile Recruiting Offices and Displays.

Gatherings of large numbers of people at sporting events, fairs, shopping centers during holiday seasons, etc., provide opportunities for recruiting and advertising. All Services now respond wherever possible to these events but they appear to need more and improved mobile recruiting offices and displays. 200

-- Use Sports Information Booklets for Advertising. Snibbe Publications, Inc., Largo, Florida, produces a number of attractive and popular sports information booklets. Army ROTC uses one, the Football Guide, effectively in its advertising program. DOD should consider distributing several of the most popular booklets, with inserts on military pay and benefits, to high school and junior college students.

-- Improve Relations with Trade and Labor Unions. DOD should take the initiative in improving relations with unions. Procedures for lateral entry of union members with desirable skills should be standardized among Services and given wide publicity. Unions should be encouraged to give appropriate seniority credit for Service training and experience.

-- Initiate Information Programs Aimed at Young People below High School Level. DOD should sponsor a program to provide information on military career opportunities to young people below the high school level. If coupled with education and sports motivational material, information on the Armed Forces would likely be welcomed by junior high schools and would enhance the image of the Armed Forces.

-- Test the Use of Trial Enlistments. DOD should seek legislative authority to test trial enlistments. Such authority would permit the Services to:

+ Enlist conditionally individuals marginally ineligible because of medical, mental, or moral reasons. At the end of a specified period, the individual would be retained or released based on his performance.

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+ Test the British system of allowing an individual to resign without cost or prejudice any time during his first six months of service, or buy his way out after six months of service.

-- Offer Home Post/Station Enlistment Options. The Services should develop and test enlistment options which guarantee a CONUS home post or station in return for a longer than normal period of enlistment.

-- Military Orientation Training. Each summer, thousands of high school and college students seek temporary employment. The Services should develop programs which offer students short periods of military orientation training on a paid basis. Time spent in this training could provide the basis for advanced grade upon entry. Legislative authority probably would be required.

-- Expand Domestic Action Programs. The Services have received excellent publicity for their participation in domestic action programs. Every effort should be made to increase this activity with recruiters acting as a principal point of contact between communities and the Services. Where distances preclude participation of active units, recruiters should work closely with local National Guard and Reserve units to furnish assistance needed by communities.

-- Increase the Number of Handicapped Individuals Entering the Armed Forces. At present, only a token number of handicapped individuals are allowed to enlist. So long as there are military jobs that can be adequately handled by handicapped individuals, these jobs should be offered to them.

-- Develop High School Staff Orientation Programs. The Services should continue to develop programs to orient high school guidance counselors and other influential school administrators. Tours of nearby military installations should be offered during vacation periods. Particular emphasis should be given to including female counselors in these tours.

-- Provide Briefings on Service Training Techniques to Counselors and Teachers. The Services employ innovative methods of instruction which are of interest to the educational community. Service training methods can be explained by films, demonstrations, and briefings by representatives from military training installations. Where efforts have been made to orient educators, results have generally been favorable. The Services should consider expanding this activity.

2. Discussion of the Problem/Situation. Not applicable.

3. Findings. None developed for reasons described above.

4. Action Recommendations.

-- The Services, after reviewing this list, should undertake such studies as appropriate in those areas which appear to offer particular advantages for broadening the recruiting market.

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-- Assistant Secretary of Defense (M&RA) should assign to appropriate divisions within M&RA responsibility for continuing study in those areas which appear to offer overall DOD-wide opportunities for broadening the recruiting market.

-- Director of Manpower Research, OASD(M&RA) should review the list to determine which areas should be studied as part of the overall manpower research program.

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**TAB A**

**TASK ORDER #10**

**TO CAVF STAFF**

A-1

TASK ORDER #10 TO  
CENTRAL ALL VOLUNTEER FORCE STAFF  
BROADENING THE RECRUITING MARKET

Task Assigned

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The objective of this task is to broaden the enlisted recruiting market, especially for high school graduates. The task involves completing or expediting actions initiated by ASD(M&RA) and the military services and to take additional actions which will enhance recruiting.

Coverage of the Study

1. Improve Relations with Educators & Guidance Counselors

- a. Arrange meetings and convention speaking engagements with National Association of Secondary Schools, American Personnel & Guidance Association, The College Placement Council and other professional groups to seek their cooperation with Service recruiting efforts. (Note: Initial meetings have been held with NASS.)
- b. Seek their cooperation in providing lists of high school seniors, junior college students and college drop-outs.

2. Junior College Recruiting. Evaluate service programs for recruiting junior college graduates. Explore methods of recruiting among college drop-outs.

3. 1970 Census Data. Expedite the provision of 1970 Census Data tailored to the needs of the service recruiting organizations. The information is for the purpose of improving the location of recruiting offices, recruiters and establishment of recruiting quotas. OASD(M&RA) is negotiating a contract with DUALABS to process 1970 Census Data in accordance with Service specifications.

4. Advertising and Information Programs.

- a. Recommend improvements in DOD-wide material such as High School News Letter and It's Your Choice.
- b. Develop information packages on pay, promotion and career opportunities for use by high school and junior college counselors.

- c. Review Service recruitment and advertising information programs to determine what improvements can be made to meet the needs of high school and junior college seniors and graduates. Examine new and innovative approaches to stimulate interest in military careers.
5. Employment Office Referrals. Review procedures by which State Employment Offices refer applicants to military recruiters and recommend improvements. Explore feasibility of developing test score comparison tables between Department of Labor's General Aptitude Test Battery (GATB) and the Armed Services Vocational Aptitude Battery (ASVAB).
6. Use of Recent Recruits in Contact Role. Evaluate Army experience with this program. 210.
7. Other Actions for Broadening the Recruiting Market. Develop such other actions that will be feasible in the near time frame for expanding the recruiting market, including the market for military women.

#### Assumptions

1. Each Service will assign a full-time representative, experienced in the general areas involved in the Study, to the Central AVF Staff.
2. Carrying out the task will require participation by appropriate offices in OASD(M&RA) and the Services.
3. Services will grant access to their advertising agencies for advice and assistance if necessary.
4. Consultant funds, not to exceed \$10,000 will be available to the Director, Central AVF Staff.
5. OSD will not assume any recruiting responsibilities from the Services.

#### Due Dates

1. Study/action plan will be prepared by May 20, 1972.
2. All essential actions will be completed by August 31, 1972.

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**TAB B**

**STUDY PLAN**

**TASK #10**

B-1

## Central AVF Task Force

### Study Plan for Task #10 -- Broadening the Recruiting Market

#### I. Purpose.

215 Manpower supply projections indicate that enlisted manpower requirements may not be achieved in FY 73 and beyond unless measures are taken to increase the number of new enlisted accessions. While there are a variety of measures already being taken to meet AVF manpower requirements, it is desirable to broaden the recruiting market. The purpose of Task #10 is to expedite or complete ongoing actions for enhancing recruiting, identify new actions that may be suitable, determine which new actions should be initiated, and recommend whether OSD or the Services should initiate them.

#### II. Methodology.

##### A. Assumptions

- OSD will not assume any recruiting responsibility from the Services.
- The study will consider only enlisted accessions because they represent the greatest short range problem.
- Broadening the market by changing mental quality or physical standards are being addressed by other study groups.

##### B. Scope

As stated in the Task Order, the scope of the study includes:

- Improve Relations with Educators and Guidance Counselors
- Junior College Recruiting
- 1970 Census Data
- Advertising and Information Programs
- Employment Office Referrals
- Use of Recent Recruits in Contact Role
- Other Actions for Broadening the Recruiting Market

This list is not considered as limiting the study in any way. Additional areas which appear useful will be explored.

### C. Approach

The Study Group leader will first determine the particular areas having greatest potential for rapidly and significantly broadening the recruiting market. He will accomplish this by meetings with Service recruiting personnel, visits to Service advertising agencies, contacts with military and civilian research organizations, visits to universities involved in marketing research, reviews of current studies, and personal observations of Service recruiting activities.

He will then assign the Service representatives on the Study Group to explore further these areas having potential for broadening the recruiting market. The assignments will be made based on the individual's knowledge and background in marketing. More than one Service representative may be assigned to a particular area, or sub-task. 246

In some cases it may be necessary to obtain data inputs or comments from the Services. The Study Group leader will determine whether formal or informal inputs are needed and initiate appropriate action to obtain the required information.

The individual or individuals assigned will undertake such study and analysis as necessary to reach a valid conclusion as to the actual potential for broadening the market and make recommendations for Service or OSD actions as appropriate. In some cases, the recommendations may take the form of a proposal for an experiment.

For each area explored in which a definite potential exists for broadening the market, a brief report will be prepared and distributed to interested Services and agencies.

The final report on the task will be a collection of these sub-reports by area plus any other material and/or recommendations which would be useful to the Services and the OSD staff.

### D. Time Schedule

Sub-reports will be issued as they are completed.

The final report will be prepared as soon as possible after the study phase which ends on 30 September 1972.

### III. Areas Having Potential for Broadening the Recruiting Market.

The following areas have already been identified as having potential for significantly broadening the recruiting market.

-- Improving relations between recruiters and high school guidance counselors.

-- Expanding the ASVAB testing program.

-- Increasing efforts to recruit among junior college and vocational school students and improving recruiting methods in this area.

-- Expediting the processing of 1970 census data in forms most useful to the Services.

-- Adopting a total marketing approach to recruiting.

-- Improving selection and training of recruiters.

-- Initiating an incentive program for recruiters.

-- Improving the coordination between recruiter and state and local employment offices.

-- Using more recent enlistees in recruiting activities.

-- Expanding the Army's unit of choice recruiting program to the other Services.

-- Developing "sales kits" for recruiters.

-- Examining sales techniques used by civilian companies, particularly insurance companies.

-- Opening Armed Forces Information Centers in selected metropolitan areas.

-- Using paid advertising on radio and television.

-- Initiating a modest DOD advertising campaign to improve awareness and knowledge of Armed Forces opportunities and benefits.

-- Using women to recruit men.

-- Initiating a program similar to the Army's National Varsity Club but aimed at junior college and vocational schools.

Other areas may be added as the study group examines its task in greater detail and receives ideas from organizations and people involved in marketing.